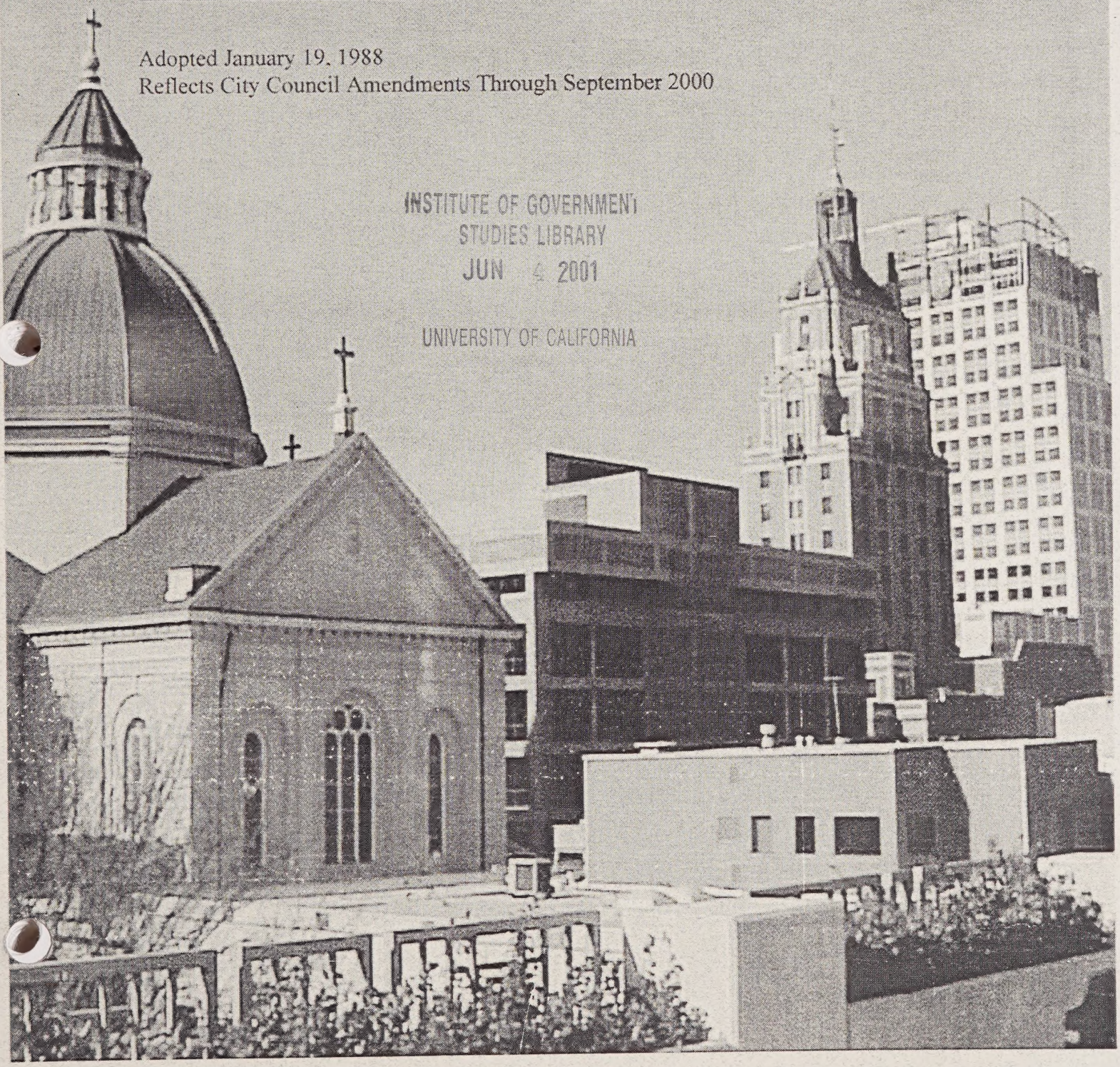
City of Sacramento

General Plan

Adopted January 19, 1988
Reflects City Council Amendments Through September 2000



2001 0505

THE SACRAMENTO CITY GENERAL PLAN

REFLECTS CITY COUNCIL AMENDMENTS THROUGH DECEMBER 1999

City Council Members

Mayor

Jimmie R. Yee

District 1

Heather Fargo

District 2

Steve Cohn

District 3

Rob Kerth

District 4

Joseph Yee

District 5

Lauren Hammond

District 6

David Jones

District 7

Robbie Waters

District 8

Bonnie Pannell

Sacramento City Planning Commission

Chair

Shelton Duruisseau

Matthew G. Jacobs

Philip J. Harvey

Bob Waste

John Valencia

Patrick Kennedy

Jack T. Molodanof

Sandra K. Sheedy

Amended by the Following City Council Resolutions:

92-568	**93-633**	**94-686**	**98-232**	**2000-569**
92-677	**93-634**	**95-160**	**98-421**	
92-895	**93-715**	**95-350**	**99-208**	
93-136	**93-740**	**96-346**	**2000-185**	
93-632	**94-117**	**97-594**	**2000-414**	

THE SACRAMENTO CITY GENERAL PLAN

ADOPTED JANUARY 19, 1988

RESOLUTION CC88-058

By City Council Members

Mayor

Anne Rudin

District 1

David M. Shore

District 2

Lyla K. Ferris

District 3

Douglas N. Pope

District 4

Thomas Chinn

District 5

Joe Serna, Jr.

District 6

Kim Mueller

District 7

Terry Kastanis

District 8

Lynn Robie

Recommendation By

Sacramento City Planning Commission

October 29, 1987

Chair

Frank Ramirez

Darryl Chinn

Lyla K. Ferris

Phillip "Pete" Hollick

Brian Holloway

William Ishmael

Michael Notestine

Kristan Otto

Samuel Walton

RESOLUTION No. 88-058

Adopted by The Sacramento City Council on date of

JAN 19 1988

RESOLUTION ADOPTING FINDINGS OF FACT AND STATEMENT OF OVERRIDING CONSIDERATIONS SUPPORTING THE 1986-2006 GENERAL PLAN FOR SACRAMENTO AND AMENDMENTS TO ITS RELATED PLANS AND ADOPTING THE 1986-2006 GENERAL PLAN FOR SACRAMENTO AND AMENDMENTS TO ITS RELATED PLANS (M85-049)

WHEREAS, the 1986-2006 General Plan for Sacramento complies with all applicable requirements of law; and

WHEREAS, the 1986-2006 General Plan for Sacramento also consists of the following related community, specific, and redevelopment plans: 1976 North and South Pocket Specific Plans, 1980 Central City Community Plan, 1984 North Sacramento Community Plan, 1984 Airport-Meadowview Community Plan, 1984 Alkali Flat Redevelopment Plan, 1985 Oak Park Redevelopment Plan, 1985 Del Paso Heights Redevelopment Plan, 1986 South Sacramento Community Plan, 1986 North Natomas Community Plan; and

WHEREAS, an extensive series of Planning Commission and public meetings, work shops, and noticed hearings were conducted and testimony was received between January and October 1987 on the draft General Plan and changes to the other related documents; and

WHEREAS, the Planning Commission, on October 29, 1987, transmitted its position following final oral testimony by recommending certification of the EIR, and recommending adoption of the 1986-2006 General Plan and amendment of the above-cited related plans.

NOW THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO THAT:

1. The attached "Findings of Fact and Statement of Overriding Considerations on the 1986-2006 General Plan for Sacramento", attached hereto and incorporated herein by reference are adopted; and

2. The 1986-2006 General Plan for Sacramento, and those aforementioned related plan documents attached hereto and incorporated herein by reference, is hereby adopted; and

3. The City Clerk if hereby directed to obtain from the City Planning Department Environmental Coordinator, an affidavit documenting the proper filing and posting with the County Clerk of the County of Sacramento of a Notice of Determination prepared in accordance with the California Environmental Quality Act.

ANNE RUDIN

MAYOR

ATTEST:

LORRAINE MAGANA

CITY CLERK

M85-049

CONTENTS

Section 1

The General Plan of Sacramento

THE GENERAL PLAN FOR SACRAMENTO
SECTION ONE CONTENTS

CONTENTS **PAGE**

List of Tables

List of Maps

List of Figures

The General Plan for Sacramento

INTRODUCTION

Sacramento's General Plan is a twenty year policy guide for physical, economic, and environmental growth and renewal of the city. It is comprised of goals, policies, programs and actions which are based on an assessment of current and future needs and available resources.

The General Plan is strongly oriented toward physical development of land uses, a circulation network, and supporting facilities and services. Because of this, the document is the principal tool for City use in evaluating public and private building projects and municipal service improvements. Conformance of projects and improvements with the General Plan is a major step toward their approval.

The 1986 to 2006 General Plan upon adoption replaces the heavily amended 1974 General Plan for Sacramento, and brings many of today's pressing local issues into a contemporary framework for follow-up action.

SCOPE OF PLAN

The General Plan covers the present 111 square mile area of the City of Sacramento. It also covers nearby portions of Yolo and Sacramento Counties. The policies, actions, and programs focus primarily on those matters over which the City has direct control, and which are considered realistic for the first ten year time period (1986 to 1996). This approach recognizes that the City cannot, nor does it wish to, control matters in adjoining jurisdictions. It recognizes that changing technology, resources, and human needs for the last ten years of the Plan's time-horizon are difficult to predict with accuracy at this time. The Land Use Map includes the area of the entire city plus adjacent lands in Yolo and Sacramento counties. The statistics contained in this plan are for the incorporated City, plus the unincorporated portion of North Natomas south of Del Paso Boulevard.

Land use policy for the additional lands in the Sphere of Influence will be amended into the Plan when those lands become part of the annexation program. The statistical descriptions of these land use projections will be amended into the General Plan at such time.

The overall thrust of the Plan is to set or reaffirm policy for a maturing urban area, one currently experiencing much growth pressure. With only a third of the city left undeveloped now and with projections for only 10 to 15 percent vacant land twenty years, the policy emphasis is on how best to conserve what development we have now and to maximize the quality of development as it occurs on those remaining vacant lands. A middle -road estimate of full urbanization is set at year 2016. With full build-out comparatively close, the land use policy map shows uses desired upon total development. The Plan text, however, identifies development projected in five year increments.

PLAN ORGANIZATION

The City's General Plan is organized into nine sections. This first section provides a review of the entire Plan, provides a comprehensive overview of the subject of growth and revitalization, and sets forth broad based goals and policies within which those of the remaining sections are refined. The second through eight sections of the Plan address the more traditional aspects, i.e. the various mandatory and optional elements defined by State of California law. The last, or ninth section is

new to Sacramento's General Plan. The section is designed to help the reader understand how the General Plan text and map should be used by government staff and private sector interests to evaluate proposed projects or programs. The Implementation Section also outlines how the Plan is to be administered and maintained. Finally, the large fold-out map shows graphically the City's currently approved land uses, circulation, and service facility uses desired for the next twenty year period.

The second through eighth sections embody the General Plan elements. These are:

Section Two -- Residential Land Use Element. This section focuses on residential types, categories and development status.

Section Three -- Housing Element. This section amends the 1985 Element deals with housing needs and provisions for meeting them.

Section Four -- Commerce and Industry Land Use Element. This section describes office, commercial and industrial uses and economic development issues.

Section Five -- Circulation Element. This section focuses on streets, parking, pedestrian ways, bikeways, light rail and bus transit, airports, railroads, deep water port, and downtown transportation.

Section Six -- Conservation and Open Space Element. Combined in this section are those subjects specified by State law for the two separate elements. Preservation and management of limited resources is the central orientation. Parks as a form of open space are addressed in the Public Facilities and Services Section.

Section Seven -- Public Facilities and Services Element. This section deals primarily with municipal services and facilities that support development projects. Infrastructure such as water, sanitary sewer, and drainage is discussed; as well as schools, fire stations, libraries, and parks.

Section Eight -- Health and Safety Element. This section includes seismic safety, flood control, noise mitigation, and hazardous waste management.

State planning law establishes certain minimum requirements which local jurisdictions must meet regarding the substance and content of a general plan. Sacramento considers this General Plan to meet all of these requirements.

State guidelines for the preparation of a general plan also suggest a certain format or structuring of elements and their content; however, reorganization is permissible, as are optional elements, as long as there is internal consistency within the entire general plan. Sacramento has chosen to organize the various ingredients and achieve internal consistency as demonstrated in Table 1. This illustrates the relationship between the City's general plan elements and the mandated and optional State elements.

The General Plan includes a number of plans which provide greater detail for many portions of the City. These plans are for the community areas of Airport-Meadowview, Pocket, South Sacramento, Central City, South Natomas, North Natomas, and North Sacramento. These plans are also for the specific areas of the American and Sacramento River Parkways. Citywide plans for specific services and facilities include the Master Plan for Park Facilities and Recreational Services, the Sacramento Public Library Master Plan, and the Sacramento Bikeways Master Plan.

Table 1
Relationships Between Sacramento City General Plan Components and State Mandated and Optional Elements

SACRAMENTO CITY GENERAL PLAN COMPONENTS

STATE ELEMENTS	RESIDENTIAL	HOUSING	COMMERCIAL/ INDUSTRY	CIRCULATION	CONSERVATION/ OPEN SPACE	PUBLIC FAC/ SERVICES	HEALTH SAFETY
Mandatory							
Land Use	X		X		X	X	
Circulation				X			
Housing	X	X					
Conservation					X		
Open Space					X		
Safety							X
Noise							X
Optional							
Public Fac/Serv					X	X	
Econ Dev			X				

PLAN PRIORITY AND SPECIFICITY

In evaluating development projects and other use decisions against City policy, questions frequently arise as to which planning document is applicable and has priority over other adopted plans. This subject is discussed briefly here, and in greater detail within the Implementation section.

The General Plan establishes a broad framework of policy within which more precise plans and policy statements and implementation programs can be prepared. This relationship of general and specific policy assumes that consistency (or lack of conflicting policy) is present. While most of the General Plan's elements provide the overview for more precise plans, e.g. general plan land use

map designations are less specific than community plan land use designations, some subjects such as the Housing Element and the Housing Element and the Health and Safety Element section on noise provide extensive, detailed coverage of their subjects and require no further plans to document policy. Thus, issues affected by general plan policy may or may not have further policy refinement in other City documents. Consistency among all related policies makes the issue of which plan takes priority a moot one except for the level of detail.

While the land use designations shown on the plan map are the official statements of City policy, it is important to also review related text policies and Furthermore, the size of the City and graphic limitations on map detail require that only land uses of five acres or more in size can be shown with any degree of clarity. Other planning documents, particularly the post 1974 community plans, must therefore be used for greater definition of land use.

PLAN RELATIONSHIP TO OTHER JURISDICTIONS

State general plan guidelines call for covering all territory within the jurisdiction's boundaries and "the jurisdiction should also take into account any area outside which, in the planning agency's judgement, bears relation to its planning". In addition to the City's area, this General Plan discusses and sets forth policy recommendations dealing with mutual services affecting the City and Yolo and Sacramento counties, and planning issues that transcend jurisdictional boundaries. Examples include many of the policies related to air pollution and transportation matters; housing, and inter-governmental coordination. The City's plan includes unincorporated areas designated or potentially within those areas where planning policy directly impacts City planning policy. Sacramento County's Arden-Arcade and Yolo County's Deep Water Port area examples of this latter category. The City's role in influencing planning matters such as land use decisions outside its corporate limits is advisory only. As stated in the Scope of Plan section, statistical data is only for the incorporated area plus a section of North Natomas.

URBAN GROWTH

REGIONAL SETTING

The City of Sacramento is located near the western edge of the Sacramento metropolitan area, extending eastward from the confluence of the American and Sacramento Rivers to the foothills of the Sierra Nevada Mountains. In addition to the City of Sacramento, the metropolitan area includes the cities of Folsom, Roseville, West Sacramento, as well as the urbanized portions of Sacramento County. Some of the richest agricultural land in the country is comprised of the alluvial soils found in the Sacramento River Valley. These soils support a wide variety of cash crops such as rice, tomatoes, fruit and nut orchards, and grain fields.

During the past 20 years the area has experienced rapid population growth, occurring mainly in the suburban areas lying between the Interstate 80 and Highway 50 corridors. This growth has been fueled by the general rise in inland economic activity owing to lower land, labor and housing costs compared to the State's coastal urban areas.

In 1985, the State Department of Finance estimated there were approximately 1,262,300 people residing in the four county Metropolitan Statistical Area (El Dorado, Placer, Sacramento, and Yolo). Population projections for the year 2005 are in excess of 1,880,600, an increase of nearly 49 percent. The City's population is projected to increase from 312,000 in 1985 to 437,000 by 2005, up 40 percent. (A more detailed discussion of City growth projection follows.)

Accurate 20 year employment projections are unavailable , because of the uncertainties associated with long-term economic growth factors. The State Employment development Department estimated the1985 four county employment at 499,800. Assuming labor force participation rates remain constant throughout this Plan's 20 year time frame, the year 2205 employment could be projected at 795,900, an increase of 59 percent. Using the same assumption the City's 1985 employment of 196,00 would increase 64 percent to 321,000 by 2005.

Downtown Sacramento is the urban core for the metropolitan area, and as such, serves as the regional office, commerce, governmental, and cultural center. Over 66,000 workers are employed in the Central City, mostly in governmental and service related positions. Downtown's development and activity levels are among the most intense in the metropolitan area. This General Plan recognizes Downtown's unique role and reinforces it through goals and policies designed to strengthen these relationships and promote new development opportunities.

GROWTH TRENDS

Historical

The City of Sacramento was incorporated in1849 with a population of 9,078, and an area of only 4.5 square miles. The original City area, encompassing what is now known as the Central City did not expand until 1911 when the City annexed the East Sacramento, Oak Park, and Riverside/Land Park neighborhoods. No additional annexations occurred until 1946 when River Park and three smaller areas in East Sacramento were annexed.

From 1946 to 1970, annexations occurred on almost an annual basis. Large annexations occurred in the late 1950's and early 1960's. In 1964, Sacramento and the City of North Sacramento consolidated to add another 6.6 square miles and 16,350 residents to the City of Sacramento.The last large annexation occurred in 1965 when East Folsom Boulevard was added to the City. Smaller annexations or re-organizations, continue accounting for the City;'s current 97 square miles.

Sacramento County's population growth rate during the early 1900's was below that experienced Statewide. After the 1940's the County's population began to grow at a faster rate than the State, with the most rapid growth occurring between 1950 and 1960. This growth could be attributed to the expansion of the aerospace industry, military installations, and governmental services. After a period of lower population growth during the 1960's, the County's growth rate again exceeded the Statewide average, making the Sacramento area one of the major growth areas in the State.

The City's share of total County population rose from 38.1 percent in 1960 to 40.5 percent in 1970, representing an annual growth rate of 3.4 percent during the 1960's. The 1970's saw the City's population share decrease to 35.2 percent , as County growth outpaced the City's. Since 1980, the City's annual growth has again exceeded that of the County.

Population and Housing Projections

The Sacramento Area Council of Governments (SACOG) projects future population growth based on recent regional population estimates from the California Department of Finance, trends in household size, net migration, and past and anticipated home construction. Table 2 reflects the most recent staff and consultant projections for the City of Sacramento. Between 1985 and 1995 the City will experience an increase of 67,700 people, and between 1995 and 2005 an increase of 57,500 people. This population growth will result in 27,700 new households during the first ten year period and 23,600 new households for the next ten year period to 2005.

Table 2
Projected Population and Households
City of Sacramento

YEAR	POPULATION	HOUSEHOLDS*	HOUSEHOLDS INCREASE	TOTAL
1985	312,100	125,500		
1990	345,300	139,100	13,600	13,600
1995	379,800	153,200	14,100	27,700
2000	412,500	166,600	13,400	41,100
2005	437,300	176,800	10,200	51,300

SOURCE: State Department of Finance County Wide Population Projections
SACOG Baseline Population Projections, December 1984
City of Sacramento, Planning Division, August 1986

Additional growth consistent with the total holding capacity of the City could occur as a result of unexpected increases in employment and net inmigration of new residents. SACOG monitors such changes and revises future projections accordingly. Additionally the City will monitor the rate of growth for purposes of maintaining the General Plan.

Ultimate population densities and the relationship of existing population to each community plan's holding capacity are shown in Figures 1 and 2 respectively.

The expected population and household growth in the City, assuming a vacancy factor of 6 percent, will require approximately 29,300 units between 1985 and 1995, 25,000 between 1995 and 2005 (Table 3). During the first 10 year period, an average of 2,9300 units are projected to be constructed annually to keep pace with the projected household growth rate. After 1995, housing construction is projected to average 2,500 units per year.

Table 3
Future Housing Projections

YEAR	HOUSEHOLDS	DWELLING UNITS PROJECTED*	TOTAL
1985	125,500		
1990	139,100	14,400	14,400
1995	153,200	14,900	29,300
2000	166,600	14,200	43,500
2005	176,800	10,800	54,300

SOURCE: SACOG Baseline Population Projections and City Planning Division Projections

* Assumes a six percent vacancy factor

Residential Land Buildout Potential

From a 1985 survey of vacant residential land, it has been determined that enough land is presently available in the City to accommodate an additional 87,500 housing units. Lands currently vacant within the City are shown on Map 1. The General Plan provides for 51,900 single family dwellings and 35,600 multiple family dwellings (Table 4). These estimates are based on net acreage, planned development densities, and a 30 year total city buildout. The total available supply of new housing could increase to 106,400 units if home builders use the highest densities allowed by residential land use policies.

These figures, together with the City's current housing stock of 130,600 units, represent the City's planned holding capacity for residential development. The anticipated 30 year residential buildout falls outside the parameters of the General Plan's 20 year time frame.

About 13,100 of these new housing units are located in designated infill areas. Infill areas (Map 3) are those parts of the City in which additional incentives are available in order to encourage new residential development. Nearly two-thirds of the potential infill housing units (8,500) are located in North Sacramento.

Assuming 2,900 units are constructed each year, the available supply of land for new housing will most likely be exhausted by 1995 in South Natomas and the Pocket. Other communities such as South Sacramento, Airport-Meadowview, and North Sacramento may be able to benefit from this situation given present City policies to promote infill and encourage new growth in vacant areas of the City.

Table 4
Additional Housing Resulting from Development of Vacant Lands

Community	Single Family	Percent %	Multiple Family	Percent %	Total	Percent %
Airport Meadowview	4,159	8.0	1,296	3.6	5,455	6.2
Arden-Arcade	114	0.2	69	0.2	183	0.2
Central City	36	0.1	556	1.6	592	0.7
East Broadway	903	1.7	373	1.0	1,276	1.5
East Sacramento	182	0.4	20	0.1	202	0.2
Land Park	406	0.8	45	0.1	451	0.5
North Natomas	11,702	23.3	21,825	54.6	33,527	37.2
North Sacramento	13,143	25.3	6,390	18.0	19,533	22.3
Pocket	4,358	8.4	683	1.9	5,041	5.8
South Natomas	6,200	12.0	3,480	9.8	9,680	11.1
South Sacramento	9,009	17.4	5,206	14.6	14,215	16.2
Total	50,212	100.0	39,943	100.0	90,155	100.0

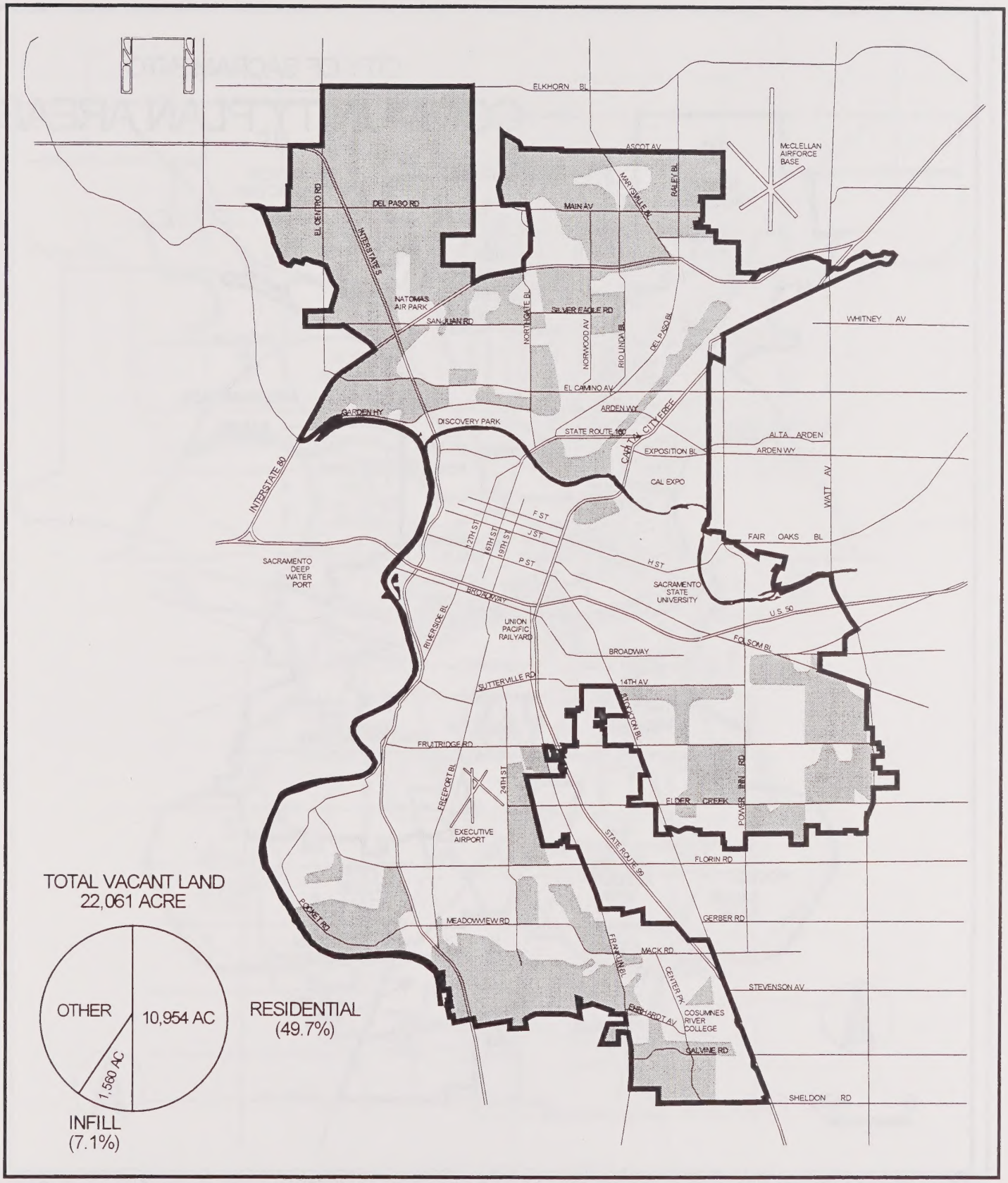
Source: SACOG 1985 Housing Module 1985 Vacant Land Survey: Jones Stokes Associates
1994 North Natomas Community Plan

* Estimates of housing units are based on net acreage and current development densities.
North Natomas data assumes target averages per net acre of 7, 12, and 22 repectively for Low, Medium, and High Density Residential. High Density is actually 26 du/na community-plan wide since HDR around transit is allowed to exceed 29 du/na.

Table 4a
Additional Housing Resulting from Redevelopment Potential

Community	Single Family	Percent	Multiple Family	Percent	Total	Percent
Central City	0	0	6,660	100	6,660	100

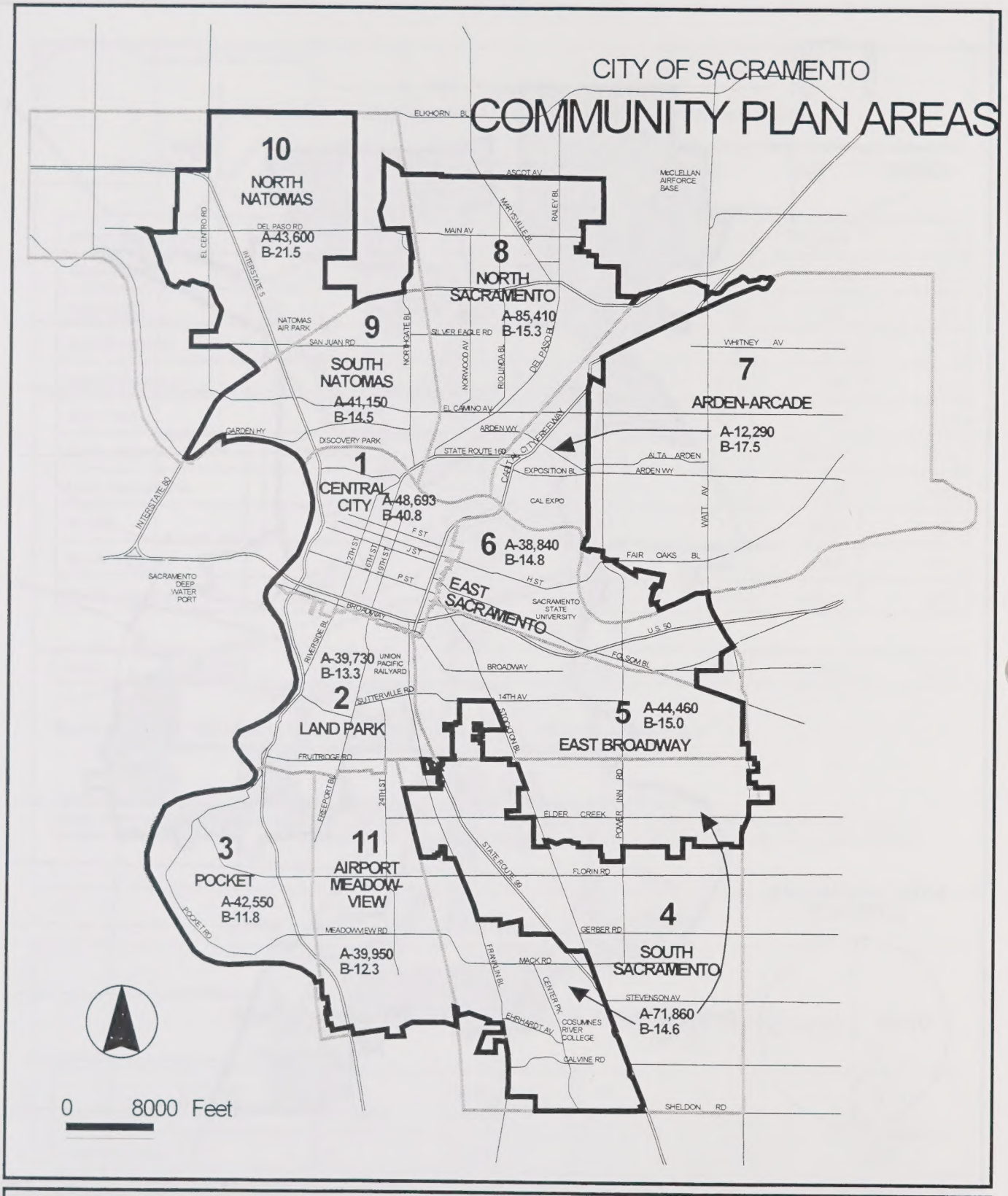
Source: Draft Railyards Specific Plan and Richards Boulevard Area Plan



VACANT LAND AREAS
1986

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

Figure 1



ULTIMATE POPULATION DENSITIES

A - TOTAL POPULATION

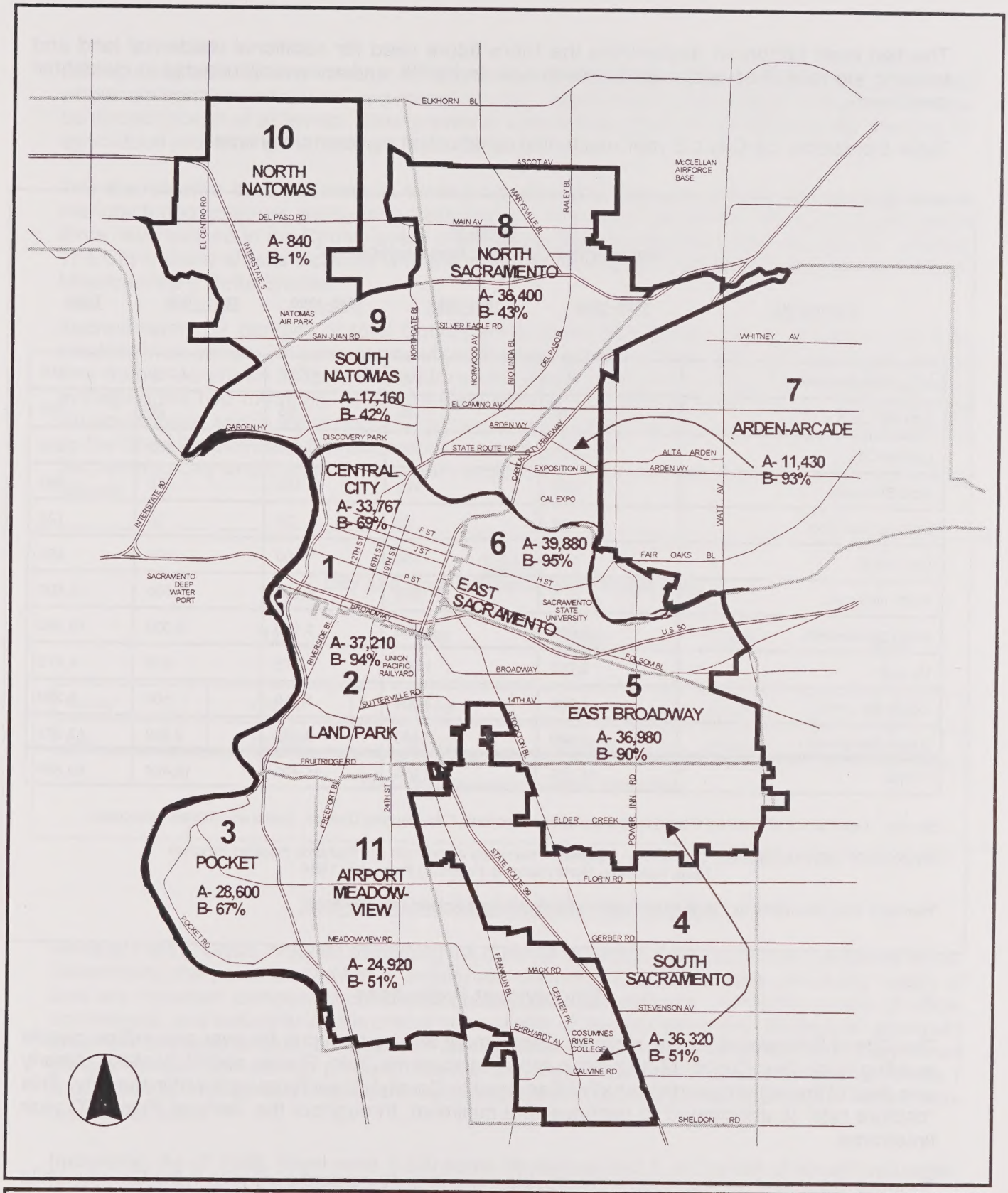
B - PEOPLE / PLANNED RESIDENTIAL ACRE

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

RAILYARDS/RICHARDS GENERAL PLAN AMENDMENTS

(Amended by Resolution #93-740, #94-686)

Figure 2



COMPARISON OF EXISTING POPULATION TO ULTIMATE POPULATION HOLDING CAPACITIES

A - EXISTING POPULATION

B - PERCENTAGE OF EXISTING POPULATION TO HOLDING CAPACITY

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

RAILYARDS/RICHARDS GENERAL PLAN AMENDMENTS

(Amended 12/14/93 by Resolution #93-740)

The two main factors in determining the City's future need for additional residential land and housing are rate of development between now and 1995, and an overall increase in residential densities.

Table 5 presents the City's 5 year residential construction by community area.

Table 5
Residential Construction Projections*

Community	1986-1990	1991-1995	1996-2000	2001-1005	Total
Airport-Meadowview	750	1,500	1,250	1,250	4,750
Arden-Arcade	75	25	25	25	150
Central City	450	375	550	1,259	2,634
East Broadway	450	275	100	75	900
East Sacramento	50	25	25	25	125
Land Park	100	150	100	100	450
North Natomas	0	500	5,500	7,500	13,500
North Sacramento	2,000	2,250	3,100	3,000	10,350
Pocket	2,750	1,500	375	250	4,875
South Natomas	4,500	3,000	1,250	500	9,250
South Sacramento	4,000	3,250	3,125	2,500	12,875
TOTAL	15,125	12,850	15,400	16,484	59,859

Source: Department of Finance Countywide population projections, City Planning Division, Jones and Stokes Associates.

SOURCE OF NEW NUMBERS: Central City- Railyards Preliminary Agreement and Richards Housing Program
North Natomas- North Natomas Financing Plan - July 1994

*Numbers must be divided by five in order to obtain projected average yearly construction.

Employment Projections

The City of Sacramento is the regional employment and trade center for over one million people residing in the four County Metropolitan Area (Sacramento, Yolo, Placer, and El Dorado). Nearly one-third of the region's and one-half of Sacramento County's labor force work within the City. This "capture rate" is anticipated to continue at a minimum, throughout the General Plan's 20 year timeframe.

Together trade and services currently provide more than 40 percent of all jobs in the County, while government provides another 33 percent. Food processing is the County's most important manufacturing activity, employing nearly 13 percent of the total State employment in this category. Durable and non-durable goods manufacturing accounts for less than ten percent of total area employment. At present, manufacturing industries in general, and high-technology industries in particular, do not contribute a major employment base.

Strong job growth is also forecast for other sectors, including the service industries, retail and wholesale trade, construction, and manufacturing. Government employment is forecast for slow continued growth at all levels. Slow growth or even future employment declines are forecast for agricultural processing industries.

The Sacramento area economy is undergoing structural changes with an added emphasis in manufacturing activities, particularly electronics and electrical equipment. Most of the electronics firms have located in the County areas of Roseville, Folsom, and along the Highway 50 corridor. The City's share should increase with the eventual development of North Natomas and Airport-Meadowview's Delta Shores.

Approximately 52 percent of total County employment is projected to be located in the City, resulting in an annual 2.5 percent rate of employment growth throughout the 20 year General Plan time frame. As shown in Table 6, the City's 1985 employment base of 196,000 was estimated by averaging the two methods: 1) employment derived from estimated developed non-residential square footage; and 2) extracting a 52 percent share of total County employment figures supplied by the State Employment Development Department (EDD).
Sacramento City and County employment projections, based on the above assumptions, are as follows:

Table 6
City and County Employment Projections

	1985	1990	1995	2000	2005
County	378,700*	428,500	484,800	548,500	620,500
City	196,000	221,000	250,900	283,900	321,200

* EDD Annual Planning Information 1985-1986

Non-Residential Lands Buildout Potential

General Plan analysis includes assessing the buildout capacity of the City's non-residential lands. Determining the potential number of employees, developed square footage, and early supply of land are important components of comprehensive land use planning. A healthy supply of office, commercial, and industrial land is critical to the vitality of the local economy. Without an adequate inventory of available land, development opportunities would be artificially restricted; there would be less competition among property owners; and fewer locations available for users. Table 7 illustrates the employment and square footage potential of the City's existing supply of vacant non-residential lands.

Industrial: As of 1985, there were 3,300 acres developed and 5, 470 acres of vacant industrial land in the City. About seventy percent of the developed acreage was occupied by heavy commercial/warehouse uses. Approximately 84 percent (2,760 acres) of the City's developed industrial land is found in just 5 communities: East Broadway, Central City, North Natomas, North Sacramento, and South Sacramento. (The County portion of North Natomas south of Del Paso Road is included here.) These 5 communities also account for 93 percent (5,070 acres) of all currently vacant industrial land in the City.

If fully developed at projected densities, the vacant 5,470 acres have a development potential of 60.8 million square feet and 141,290 workers. At current annual industrial absorption rates (three million square feet) there is more than a 20 year supply of available industrial land in the City. Assuming industrial absorption increases 10 percent annually, there is still sufficient land to accommodate 10 years of projected growth to date, the City's share of electronics industry growth makes it difficult to project a buildout time frame for North Natomas and Delta Shores.

Commercial: Citywide there are currently 1,940 acres of community/neighborhood and regional commercial land developed with over 16.3 million square feet of retail space. The Central City has the greatest concentration of retail space in the City with 4.6 million square feet.

Three communities, South Sacramento, South Natomas, and North Natomas account for a large majority (75 percent) of the City's vacant commercial land. The vacant 655 acres Citywide have a development potential of nearly five million square feet of retail space and over 20,670 jobs based on projected densities. At the current annual retail space absorption rate of 400,000 square feet, there is more than a 12 year supply of commercial land in the city.

Table 7
Vacant Non-Residential Land Buildout Potential

Land Use	Acres	Employees	Million Sq. Ft.
Neighborhood/Community Commercial	669	20,369	5.79
Neighborhood/Community Office	263	5,330	1.22
Regional Commercial	46	2,013	0.41
Regional Office	1,158	56,062	13.35
Heavy Commercial/Warehouse	2,352	67,523	36.82
Industrial	822	12,930	6.14
Industrial/Employee Intensive	636	11,061	1.27
Mixed Use	1,268	55,665	17.53
Total	7,214	230,953	82.53

Source: 1985 Vacant Land Survey, City Planning Division, Jones & Stokes Associates
1994 North Natomas Community Plan

If retail space demand increases 10 percent annually, there would still be eight years of remaining capacity. (Caution should be used, however, when using this absorption rate. Pent-up demand, a renaissance in older area commercial revitalization, and other factors make any predictions as to needed commercial land very difficult.)

Office: Assessing the development of office land is more complex than commercial or industrial. Office building densities vary throughout the City depending on the location and market. Although the Central City has little vacant land available for office development, continued construction will come from reuse of land and existing structures.

Currently there are 1,275 acres developed with 18.9 million square feet of community/neighborhood, regional, and public office space. The Central City with over 10.3 million square feet, accounts for nearly 80 percent of the City's total office space inventory.

There are currently 1,450 acres vacant and designated for community/neighborhood and regional office uses. Nearly 1,210 acres (84 percent) are located in four communities: Airport-Meadowview, South Natomas, North Natomas, and the Pocket. The greatest concentration of vacant regional office lands are in North and South Natomas. The vacant 1,450 acres could accommodate an additional 15 million square feet and approximately 62,930 office workers at projected densities. (This amount doesn't take into account re-use opportunities in the Central City.

At the City's current office space absorption rate (1.1 million square feet per year), there is land available for a minimum of 13 years of expected office growth. If office space demand increased 10 percent annually, there would still be adequate land available to accommodate eight years of growth. (The same cautions should be used in relying upon the absorption rates as were stated for commercial development).

Table 7a
Non-Residential Land Buildout Potential Based on Redevelopment Potential

Land Use	Acres	Employees	Million Sq. Ft.
Railyards-Mixed Use (Total)	79	41,733	10.44
Regional Office	50	38,400	9.6
Neighborhood/Community Commercial	18.8	1,733	0.52
Cultural/Institutional	10.3	1,600	0.32
Richards Area (Total)	475	34,800	9.12
Regional Office	114	29,000	6.0
Regional Commercial/Retail	62	1,800	0.52
Heavy Commercial/Warehouse/Industrial	299	4,000	2.0
TOTAL	554	76,533	19.56

SOURCE: Draft EIR Railyards Specific Plan/Richards Boulevard Area Plan (includes existing to remain)

COMPONENTS OF URBAN GROWTH

Future development in the City will occur within the existing developed community areas and in the new growth communities. New growth area development is planned as a continuation of low density suburban uses, and at higher densities within planned communities (e.g., North Natomas), regional activity centers (e.g., Delta Shores), and major redevelopment sites within the Central City (e.g., Southern Pacific Railyards, Richards Boulevard Area). Development opportunities in the existing developed areas will come about through a general increase in densities, and infill/reuse projects. The City through the Sacramento Housing and Redevelopment Agency, has designated Redevelopment and Conservation areas for residential and commercial revitalization.

New Growth Areas

Urban growth in the City's newly developed areas (Map 2) includes the urban fringe communities (North and South Natomas, Airport-Meadowview, and South Sacramento), as well as major redevelopment opportunities within the Central City (Southern Pacific Railyards, Richards Boulevard Area). The General Plan for the City of Sacramento calls for full urbanization within the current city limits. The Plan represents new urban development at the northern and southern ends of the City simultaneously with intensification of the Central City.
A key objective of the General Plan is to strengthen the Central City as the region's primary employment center, where the highest levels of transit service can be provided and where the greatest concentration of density can be accommodated. The redevelopment of the Southern Pacific Railyards offers a unique opportunity to reinforce and expand the role of the Central City as Sacramento's center of business, commerce, government and culture, and to create a transit-oriented mixed-use district as an integral extension of the downtown. The Richards Boulevard Area also offers opportunities for more intensive employment and residential uses in close proximity to planned transit, as it transitions from a predominantly industrial district.

North Natomas has the potential of providing more new jobs than any other community area in the City. At full community buildout, more new jobs will be created in North Natomas than in South Natomas, East Broadway, and Airport-Meadowview combined. Nearly one-third of the City's projected employment growth will be found in North Natomas.

The area north of the American River will become the City's growth area during the next 20 years. An additional 133,00 jobs are projected north of the American River, mostly due to the development of South Natomas office/business parks, industrial lands of North Sacramento, and employment center and industrial lands in North Natomas. Nearly 60 percent of all new jobs created in the City will be north of the American River. Presently, only 24 percent of the City's jobs are found in the north area. At full buildout this will increase to 43 percent of all City jobs.

Employment growth south of the American River is located primarily in the industrial districts of East Broadway and South Sacramento, and within Airport-Meadowview's Delta Shores. These three communities account for 32 percent (71,700) of all new jobs in the City. At full buildout East Broadway is projected to have the third highest concentration of jobs in the City with 60,400 jobs. South Sacramento will account for an additional 29,900 jobs.

North Natomas: North Natomas is designated to be the City's major growth area for new housing and employment opportunities. Based on 1994 North Natomas Community Plan land use designations, the community is projected to account for 35 percent of new housing and 30 percent of new jobs in the City. North Natomas includes a well-integrated mixture of residential, employment, commercial, and civic uses, interdependent on quality transit service, surrounding a town center. An elementary school serves as the focal point of each of the fourteen proposed neighborhoods. Employment Centers, located at the light rail stations and along the freeways, are mixed use centers consisting of primary employment generators and secondary retail, industrial, and residential uses serving the employees and employers of the center.

At present North Natomas is without substantial urban development. There are approximately 660 acres of developed and undeveloped industrial lands, most of which are located within the unincorporated area. Low density residential uses total 260 acres within the City. Agriculture is the predominant land use within the incorporated area of the community. A 200 acre Sports Complex, including an arena and a stadium, is proposed near the center of the community. Arco Arena has been developed and is home to the Sacramento Kings, a National Basketball Association team, as well as other sports and entertainment events.

North Sacramento: Much of this community's vacant land is designated for residential infill development. Nearly two-thirds of the City's 8,500 potential infill units are located in North

Sacramento. The community's potential buildout capacity is an additional 19,530 housing units, or 22 percent of the City's total potential additional units. Much of the housing demand will result from industrial development in North Natomas. A monitoring program has been developed that will track job creation in North Natomas with housing construction in North Sacramento.

The community is also seen as a major employment area with an additional 36,400 jobs projected at buildout (for a total of 52,400 jobs.) Sixteen percent of all new jobs in the City are projected to be created in North Sacramento. North of I-80 (west of McClellan AFB) there are approximately 700 vacant and designated for industrial uses. Employee intensive industrial uses are projected for the Highway 160 and Norwood/I-80 areas.

South Natomas: South Natomas has a planned holding capacity of an additional 9,680 housing units, nearly 10 percent of the City's projected new housing. The Community has a projected buildout of 1.70 million square feet of retail space, 4.8 million square feet of office space, and .41 million square feet of employee intensive (business park) uses. An additional 25,900 jobs would be created in South Natomas, an increase of nearly 700 percent over the existing 3,500 in the community. South Natomas is projected to capture 12 percent of the City's new jobs at buildout.

South Sacramento: This community is unique in that nearly 60 percent of the planning area is within the County, where City land use policies are not applicable. Comprehensive land use and public service planning must be coordinated with the County and special districts, therefore for the proficient provision of services.

South Sacramento will be the south area's growth community for the next 20 years. This is due partly to the community's size (29 square miles), amount of vacant land (nearly ½ the community is undeveloped), and its location (located on the southern fringe of urban Sacramento).

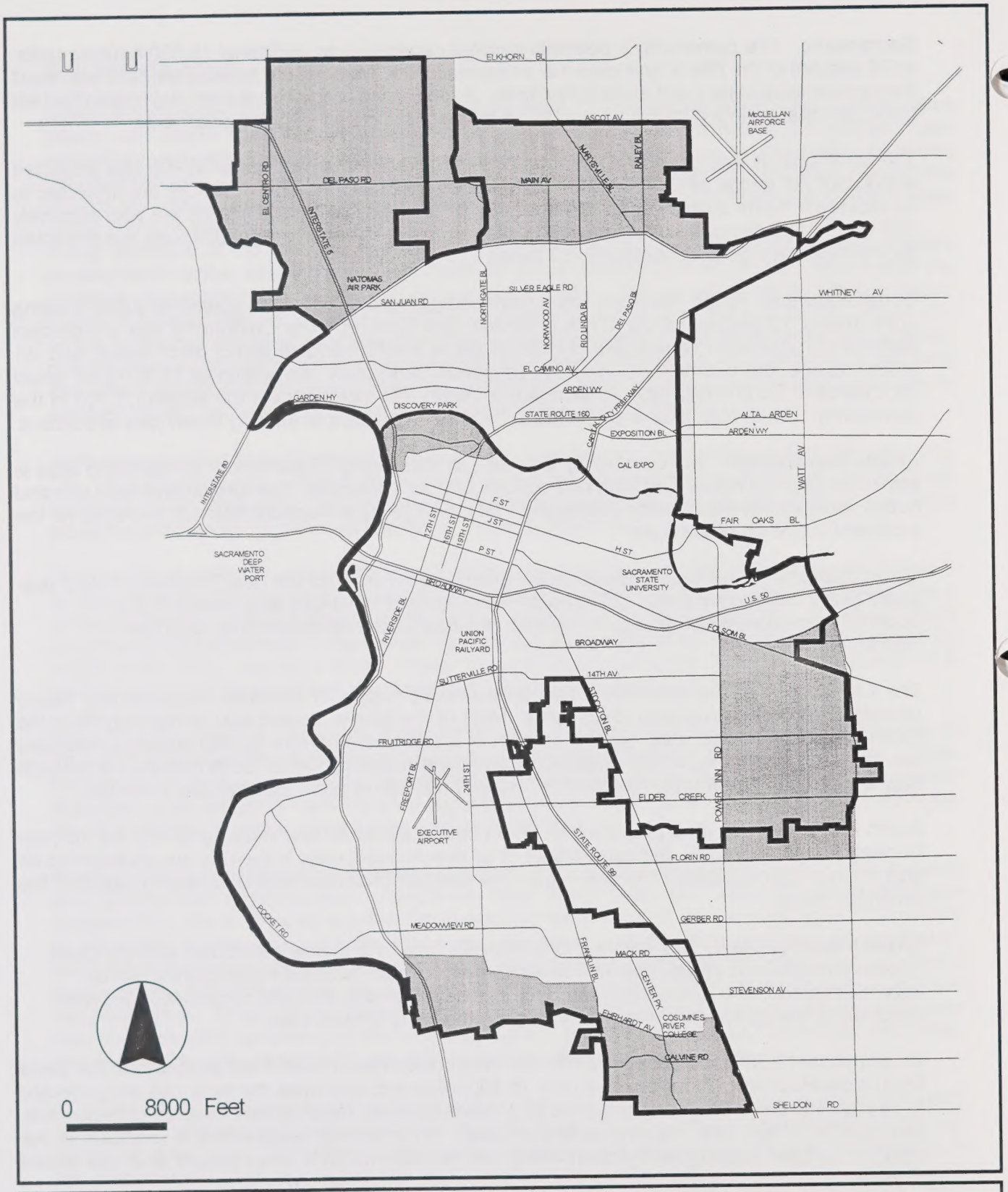
The City portion of the community has an extensive supply of available industrial and heavy commercial/warehousing land (870) acres. Most of this land is located east of Highway 99 in the Florin-Perkins industrial area. Eighty percent of South Sacramento's 29,900 projected new jobs are planned to be in heavy commercial/warehousing activities. After North Natomas and North Sacramento, the community has the third highest number of potential new jobs in the City.

South Sacramento is also projected to be a major supplier of new housing during the 20 year General Plan time frame. Sixteen percent of all new housing units in the City are projected to be built in South Sacramento. The community has one half of all new projected housing south of the American River.

Airport-Meadowview: This community's potential growth is mostly associated with the Delta Shores proposal and residential infill development. Eleven hundred housing units can be accommodated in the areas designated for infill development. Housing construction will also occur along the community's southern fringe in the Delta Shores area.

An additional 18,300 jobs are planned for the community, most of which are attributed to the Delta Shores development. At full buildout over 15,500 office and employee intensive jobs are projected to be created. Delta Shores is designed as a master planned development integrating residential, commercial, office, and research-oriented uses. An important feature of this proposal is the creation of new employment opportunities for the community's unemployed and low-skilled workers.

Map 2



NEW GROWTH AREAS

1993

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

(Amended 12/14/93 by Resolution 93-740)

East Broadway: This community is Sacramento's manufacturing and warehousing district. East Broadway currently has the second highest employment concentration in the City with 36,900 jobs. An additional 23,500 jobs (90 percent of which will be heavy commercial/warehousing and employee intensive uses) are projected at full community buildout.

Increased development opportunities will be realized with the completion of Light Rail Transit (LRT) along Folsom Boulevard. Higher intensity uses will take advantage of LRT which should attract office development and other employee intensive uses along the LRT corridor.

Central City: The Southern Pacific Railyards and the Richards Boulevard Area offer unique opportunities for a wide variety and mixture of uses with a strong orientation to transit. The redevelopment of the area will reinforce the position of the Central City within the region, enhancing its role and identity as the principle employment, cultural and transportation center. With the reuse of the Southern Pacific Railyards and the Richards Boulevard Area, the Central City is projected to consolidate and expand its share of the regional office market.

The 260 acre Railyards Area is largely vacant and under single ownership. Its reuse is planned as a mixture of office, commercial, residential, cultural and community-oriented uses that will provide a seamless extension of the downtown fabric, and provide new open space and recreational opportunities. The extension of light rail service and the creation of a "state of the art" intermodal transportation terminal within the development will enhance the viability of rail and promote transit as a convenient alternative to the automobile. At full buildout, the Railyards Area will support 42,000 jobs and a new residential neighborhood of 2,800 residential units.

The 1,140 acre Richards Area is an industrial and warehouse district that, unlike the Railyards Area to the south, is in multiple ownership with parcels ranging in size from less than one-quarter to over fifty acres. The redevelopment of this area will be incremental in nature, allowing for viable industrial uses and businesses to remain, and for properties to transition to higher density commercial and residential uses over time. The area provides opportunities for the creation of a significant residential community of approximately 4,000 dwelling units that can benefit from future transit and amenities of the American River, as well as office, service and highway commercial uses that should result in 34,000 jobs.

Existing Developed Areas

Sacramento has several neighborhoods that have deteriorated, or are showing beginning signs of blight and decline. Some of these were originally developed when on the urban fringe area in a rural manner. The presence of large undeveloped lots used during World War II for victory gardens is a dominant characteristic in a few neighborhoods such as Elder Creek., Oak Park, and Lindale-Florin. Other property was developed to accommodate activities and uses which no longer exist, such as industrial development along R Street where rail service is no longer provided. All of these neighborhood areas have increasing potential for urban development or reuse as their value escalates from continuing growth pressures.

The benefits of development and reuse are numerous in these areas. Some of the advantages to be gained are as follows:

- Adds investor confidence to the neighborhood.
- Often improves the quality and character of the neighborhood.
- More fully utilizes existing public facilities and services.
- Can strengthen neighborhood identity.
- Provides opportunities for future growth.

In an age of scarce resources and financial constraints, it is important to fully utilize the development potential of existing urban neighborhoods. Redevelopment, reuse and infill

development efforts will help ensure a vital, attractive urban environment while providing opportunities for growth.

Existing Conditions: Many existing residential, commercial, and industrial neighborhoods are experiencing blight and other deteriorating conditions which add to their decline. Map 3 shows those areas where there are existing improvement programs and those areas which would benefit from program expansion.

The 1980 Census indicated that there were 4,390 substandard residential units in the City. The City's Code Enforcement Division administers a program to remove or rehabilitate these units. Although a number of substandard structures have been removed or rehabilitated, continued efforts will be necessary to maintain sound housing stock in the City. The County Health Department has also been a positive force in efforts to eliminate dilapidated housing and blight in the City.

Some commercial strips and shopping centers are also experiencing a high incidence of vacant space and physical deterioration. Approximately 2,000,000 square feet of existing commercial space is currently vacant. Much of this space is in deteriorating strips and centers. Recent efforts by private interests have stimulated reuse in some of these centers through private rehabilitation and marketing programs.

Some of the older industrial neighborhoods are also experiencing decline due to access changes and outdated facilities. Although development exists in these areas, some of the land remains vacant due to poor community image, creating a disincentive for new development.

Existing Programs: The City has adopted plans with varied programs to guide redevelopment activities in certain areas of the City. The plans were developed to address problems in certain areas which have experienced decline due to deteriorating influences.

Funds for redevelopment programs are received through federal block grants, bond money, tax increment funds and other special funding sources. These funds are used to purchase land, provide, loans, improve infrastructure and establish clean-up and code enforcement programs to eliminate blighting influences.

Separate goals and policies are created for each established redevelopment area. The amount of funds used and type of programs created are based upon the need of the area and to implement the established goals and policies. A synopsis of redevelopment programs existing in 1986 can be found in the appendix document entitled "1986 Redevelopment Programs".

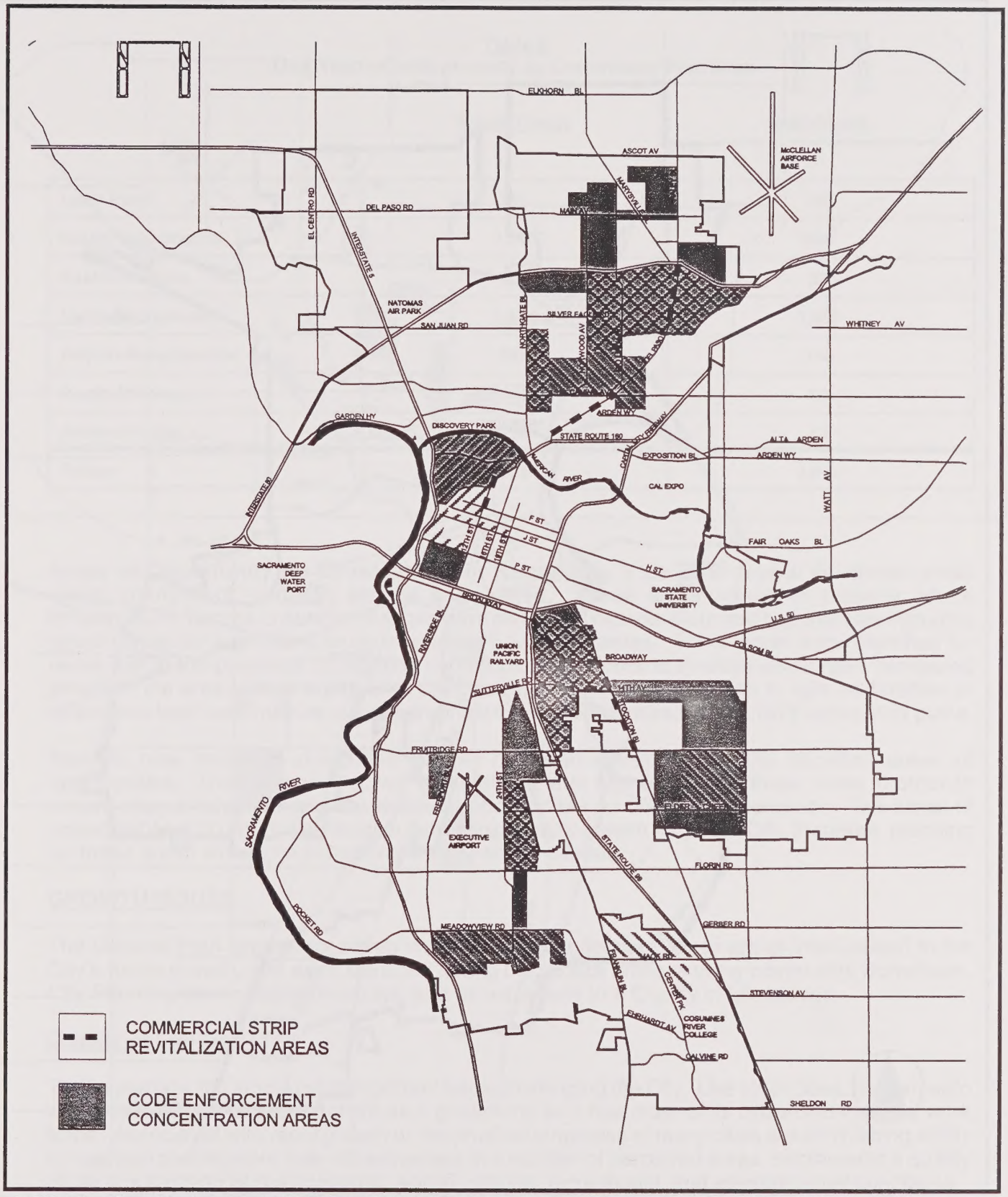
In an effort to assist rehabilitation efforts and reuse in existing neighborhoods a number of other programs have been developed.

Infill Development: Skipped over land in existing neighborhoods offers a great potential for meeting future growth needs. Development of this land will help reduce the pressure for outward expansion while infusing new life into declining neighborhoods.

Residential infill areas consist of vacant and underutilized lots in existing developed neighborhoods. Although infill sites may be scattered throughout the City, certain areas have a high incidence of these properties. These are shown on Map 4.

In 1985, the City contained 1,560 acres of potential infill property which could yield 13,133 units. Table 8 shows unit yield for infill properties by community plan area. The City currently provides a density bonus of up to 25 percent for residential infill projects. Other incentives include variation on setback and height limitations, reduced development, standards and mixing neighborhood commercial uses with residential development. These incentives were developed to encourage the infill of vacant underutilized properties.

Map 3



EXISTING AND POTENTIAL IMPROVEMENT PROGRAM AREAS

REDEVELOPMENT TARGET AREAS

COMMUNITY PLAN PROBLEM AREAS

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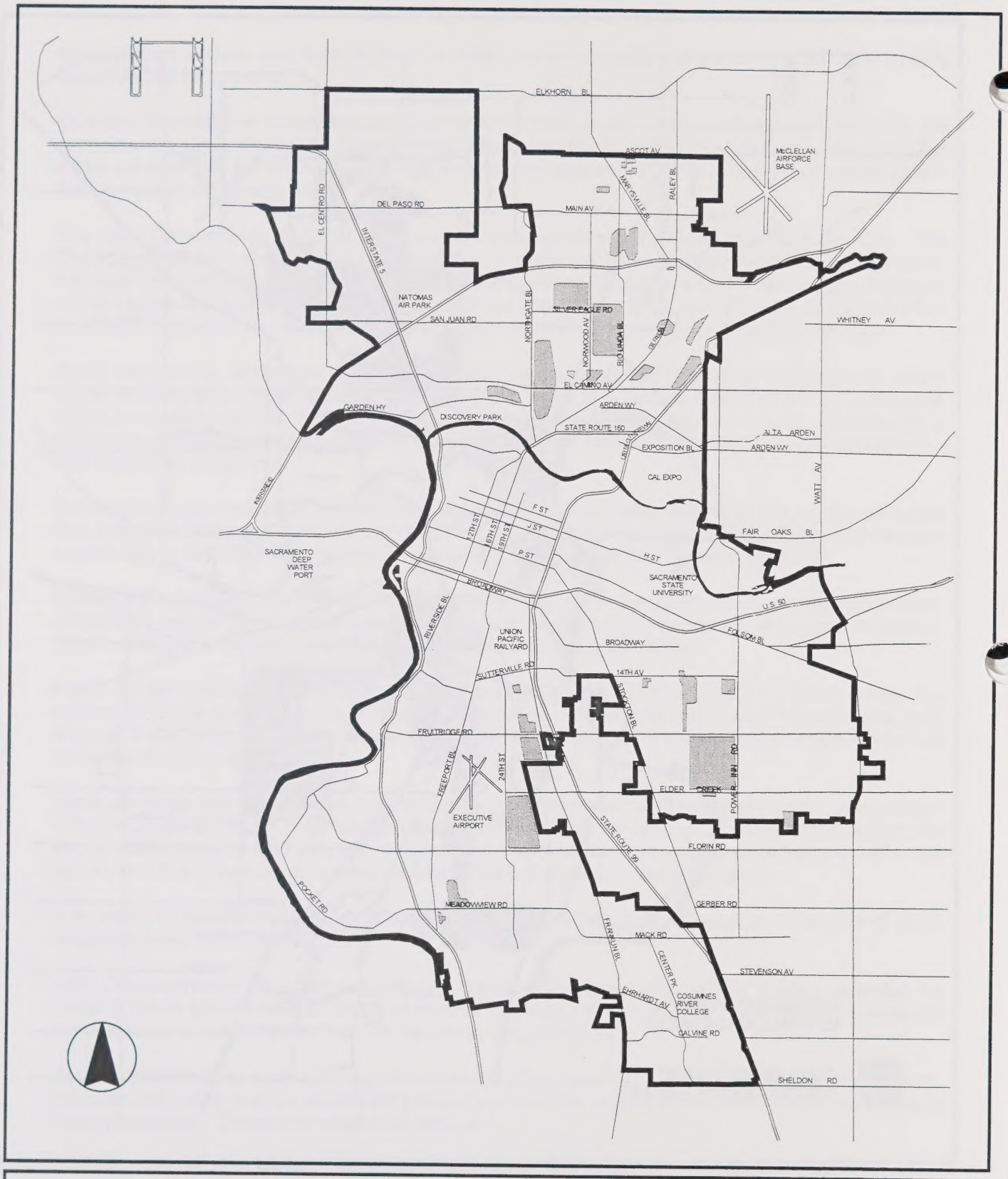
update 1986-2005

(Amended 12/14/93 by Resolution 93-740)

Map 4



RESIDENTIAL INFILL AREAS
1986

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

(Amended 7/21/92 by Resolution #92-568)

Table 8
Unit Yield of Infill property by Community Plan Area

	Single Family	Multi-Family
Land Park	256	28
South Sacramento	2,068	230
East Broadway	266	83
North Sacramento	6,134	2,360
Airport-Meadowview	986	110
South Natomas	443	49
Arden-Arcade	108	12
Totals	10,261	2,872

Areas of Opportunity for Development or Reuse: Map 5 identifies several developed areas where changes of land use can be encouraged. These areas consist of property where infrastructure, access or service changes have resulted in new development opportunities including opportunities for significant reuse of existing developed areas. Some areas were identified for reuse due to the presence of blighting conditions or economic stagnation which have hampered growth in the area. Other areas were selected due to their close proximity to light rail facilities or where new land uses may be more appropriate than those identified in post 1976 community plans.

Specific new land use designations have not been developed for the identified areas of opportunities. The General Plan will be amended after further study of these areas in order to ensure appropriate uses and development opportunities for these neighborhoods. The areas of opportunity are an important factor in determining future growth within the City, therefore, planning for these areas should be accomplished in a timely manner.

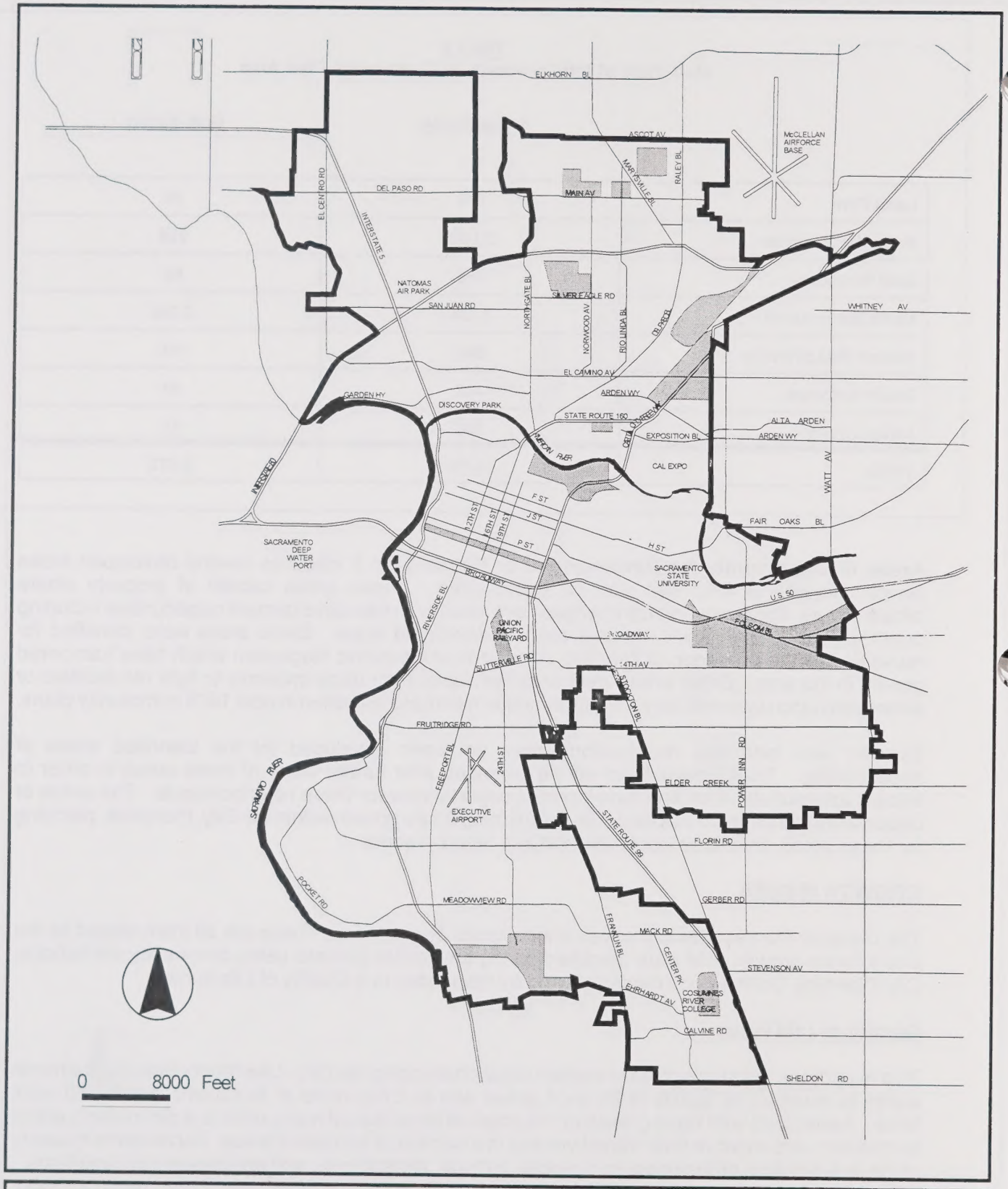
GROWTH ISSUES

The General Plan singles out seven major issues or concerns. These are all inter-related to the City's future growth, and were identified during the update process using community workshops, City Planning Commission meetings, and by responses to a Quality of Life survey.

Quality of Life Issue

This is perhaps the single most important issue challenging the City. Like other cities, Sacramento wants to maintain its quality of life as it grows and as it has more of its citizens in the paid work force. Associated with rapid growth or the physical largeness of many cities is a diminishing ability to maintain and improve their attractiveness in a number of perceived areas. Sacramento's quality of life is a function of the economic, social, cultural, recreational, and environmental conditions experienced by City residents. It depends on how residents perceive their home, neighborhood, community and City. Their standard of living, personal happiness, all reflect theiroutlook and perceptions of the City's overall quality of life.

Map 5



AREAS OF OPPORTUNITY FOR DEVELOPMENT OR REUSE

AREA OF OPPORTUNITY — GP AREA

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

(Amended 12/14/93 by Resolution 93-740)

The January 1986 Community Quality of Life Survey of 10,400 registered voters residing in the City, found that 79.9 percent of the respondents rated the overall desirability of the City as Good or Excellent. Sacramento's location, convenient shopping districts, and cost-of-living were the most frequently given reasons for their satisfaction.

Quality of Life is perhaps the most difficult to define, as it is a set of values based on individuals' experiences. Especially true is how people view change and growth in their community. Some people view change for the positive, as dynamics of urban living: others would prefer things as they are and regard any change as a negative.

The overriding issue, therefore, is whether the existing perceived quality of life will be enhanced by effective decisions dealing with the quality of growth, or if it will suffer as time progresses.

Economic Development/Increased Job Opportunities Issue

This issue focuses on the ability of the City to maintain a healthy economy and high level of job opportunities. Competition with the County's development; assuring avenues for employing our underemployed or unemployed; minimizing the negative impacts of a national economic downturn; and meeting the challenges of an ever changing business sector are major components of this issue. Working with the County in balancing land use needs between the two jurisdictions could improve coordination.

Likewise, Sacramento's traditional economic base of government services, wholesale trade, and agriculture cannot totally fuel a fast paced economy. New opportunities in diversified economic sectors are necessary if Sacramento is to grow as forecast. Diversification is the key to long-term economic prosperity and stability. The City has to look at the Country's steel-auto regions (and more recently the oil producing regions) as examples of economics dependent upon a single industry and their associated instabilities.

Diversification of the local economy is part of the reasoning used to open up North Natomas for development. In so doing, the City seeks to capture a larger percentage of the region's growing technology-oriented industry and employment generating development in general. Together with the Delta Shores proposal in Airport-Meadowview, the City has designated 1,700 acres for technology-oriented development alone.

Increased economic activity not only benefits the locally unemployed, but also attracts out-of-area workers. New employment opportunities will require specialized job and skills training so that new jobs can be filled primarily by local residents.

Jobs and Housing Linkage Issue

Providing enough housing within a reasonable commute distance to major employment centers is essential to any metropolitan region. In the Sacramento area, there has always been adequate land available for housing to meet the needs generated by employment within the region. There continues to be, and is expected to be for the period of this General Plan, adequate land for housing. Providing enough housing within a reasonable commute distance of all major employment centers in this region is therefore not projected to be a problem.

Sacramento City is the workplace for more than half of all the jobs in the County. The two most significant employment center communities in the City are Central City and North Natomas. The Central City, with over 66,000 jobs, is the employment center for the metropolitan area This General Plan recognizes this role and re-enforces the Central City as the "urban core". Another major employment center will be North Natomas once it is fully developed. The North Natomas Community Plan requires a mixture of housing and employment to create a balanced community. However, like the Central City, housing opportunities will be provided in adjoining city communities

and the unincorporated area. Specific details about the ratio between housing and employment are provided in the North Natomas Community Plan.

Growth Financing Issue

Since the passage of Proposition 13, local government's ability to finance capital facilities and public service expenditures has been greatly restricted. Local government is no longer able to pay all the costs associated with expansion of infrastructure and services. State and local governments have also reduced their willingness to fund urban services. Grant and loan programs, which frequently paid the lion's share of capital improvements, are becoming increasingly limited as the responsibility for funding mandated programs shifts to local government.

Cities and counties are finding themselves in the position of being held responsible to provide and fund improvements and services, while at the same time having little authority to raise needed revenues. New approaches, therefore, are needed to provide for and finance capital improvements and on-going services. Unless a new national agenda is adopted, re-establishing the federal government's role in providing funding, the burden will fall jointly on local government and the private sector.
The City currently utilizes a variety of financing mechanisms for public facilities and services. Recent community plans used a variety of financing approaches including benefit assessment districts, building fees, trust funds, development agreements, and developer constructed capital improvements. Such an assortment of financing and improvements plans will require creativity and a close working relationship between developers and the City.

Annexation Issue

The City has not actively engaged in an aggressive annexation policy since the mid 1960's. The ten-year period prior to that, for example, was marked by the addition of nearly 60 square miles and 100,000 residents. Those annexations occurring more frequently are comparatively small and mostly uninhabited.

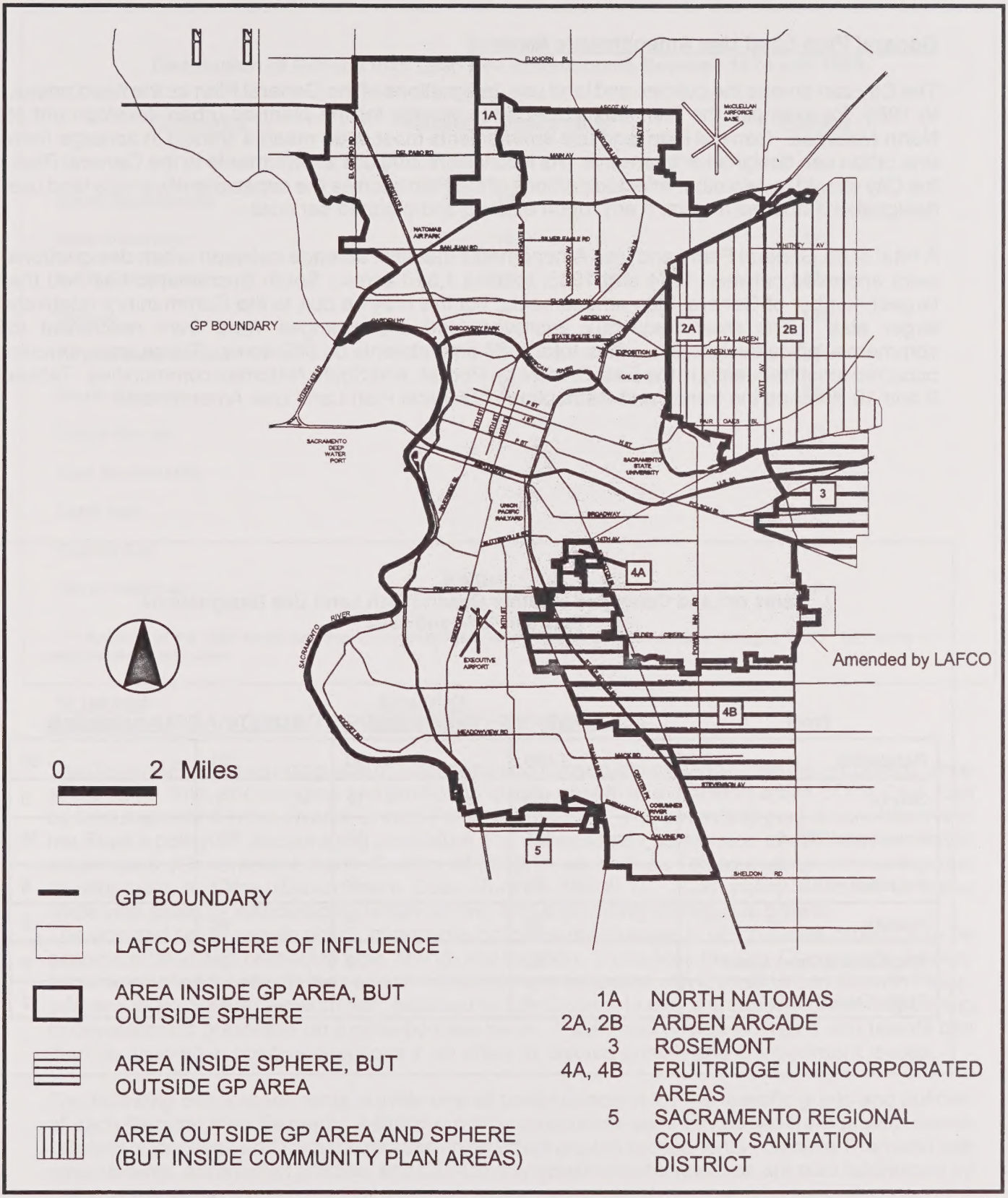
The issue of annexing agricultural land invokes a strong response from various groups. Annexing farmland can be seen as a method of controlling County development in sensitive areas (Laguna, North Natomas, west of I-5) where incompatible uses may be allowed. County development in these areas may adversely impact the provision of City services, adjacent land uses, or the City's future growth directions.

Annexing developed land is also not without its controversy. An aggressive annexation policy by the City may be resisted by some affected special districts (i.e., fire, parks), property owners, and residents. A pro-annexation policy of urbanized areas should be based on eliminating unincorporated pockets, providing public services more efficiently, and securing property and sales tax revenues.

Annexing some areas may result in a net cost to the City, the cost of services provided may be greater than generated tax revenues. The annexation issue of the future should be to achieve a mixture of commercial, industrial and residential lands, and a balanced revenue expenditure program.

Annexation of any land into the City must be consistent with General Plan policies, within the City's adopted Sphere of Influence (Map 6), and approved by LAFCO. Following adoption of this General Plan, an updated study of the Sphere of Influence will be necessary to reflect this Plan's policies.

Map 6



LAFCO SPHERE OF INFLUENCE AREA AND GP BOUNDARIES

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

(Amended by Resolution #94-686, #96-346)

General Plan Land Use Amendments Issue

The City can amend the policies and land use designations of the General Plan as the need arises. In 1986, for example, the Plan was amended to provide for the planned urban development of North Natomas. General Plan land use amendments most often mean a shifting in acreage from one urban use designation to another. As it considers land use amendments to the General Plan, the City should review other affected portions of the Plan such as the capacities of various land use designations and the impact, if any, upon existing and planned services.

A total of 85 General Plan Land Use Amendments that shift acreage between urban designations were approved between 1974 and 1985, totaling 1,516 acres. South Sacramento has had the largest number of General Plan amendments, but this may be due to the Community's relatively larger size. The most frequently approved land use changes were from residential to commercial/office designation, with a total of 34 amendments on 589 acres. These amendments occurred most frequently in the East Broadway, Pocket, and South Natomas communities. Tables 9 and 10 illustrate the trends and distribution of General Plan Land Use Amendments.

Table 9
Acres of Land Converted to Other General Plan Land Use Designations Between 1974 and 1985

From	Acres From	Number of Amendments	Acres To	Number of Amendments
Residential	1,098	40	281	20
School	155	12	0	0
Commercial/Office	121	13	630	38
Industrial	74	6	461	8
Hospital	34	3	62	3
Recreational/Open Space	30	2	68	6
Public/Quasi Public	4	1	33	2

Table 10
Distribution of General Plan Land Use Amendments Between 1974 and 1985

Community	Number of Amendments	Acreage
South Sacramento	19	249
East Broadway	16	193
North Sacramento	11	174
Pocket	11	139
Airport-Meadowview	8	393
South Natomas	8	281
Arden-Arcade	5	51
East Sacramento	3	52
Land Park	3	3
Central City	2	1
North Natomas*	0	0

* Approval of the 1986 North Natomas Community Plan resulted in an amendment that changed 7,743 City acres to predominately urban uses.

OVERALL URBAN GROWTH POLICY STATEMENTS

The General Plan's overriding goal of "improving and conserving existing urban development, while at the same time, encouraging and promoting quality growth in expansion areas of the City", can be best expressed in the Overall Growth Policy Statements. The overriding goal is consistent with the State's policy of "discouraging premature and unnecessary conversion of open space land to urban uses (Government Code Section 65561{b})" as well as "discouraging non-contiguous development patterns (Government Code Section 65030.1)". City policy adheres to these Statewide goals by discouraging urban sprawl, and supporting contiguous growth.
The adopted set of growth policy statements indicates the manner in which future growth is to be accommodated with respect to type, timing, and location. It provides the City Council with a policy framework when faced with land use and development decisions. An Overall Urban Growth Policy, adopted as part of the General Plan, enables the City Council to play a proactive role of responding to development pressures on a case-by-case basis. Public and private energies and talents can then be directed in positive directions in an effort to resolve growth and development issues.

The following policy statements provide overall policy direction for the specific goals and policies of each General Plan Element. Additional policy statements were developed from growth issues previously identified and from the discussion on urban growth components. General Plan land use amendments, annexation policies, and City-County governmental relations are also addressed by policy statements.

Together, these statements form a comprehensive Urban Growth Policy consistent with State policies which find that "decisions affecting future growth...should be guided by an effective planning process". A broad implementation framework for specific element goals and policies and land use policy decisions is provided by the following growth policy statements.

Policy 1 - Quality of Life

It is the policy of the City to enhance and maintain the quality of life by adhering to high standards for project and plan evaluation as these relate to the following characteristics that help define the quality of life in the City.

- The protection and preservation of the urban and natural environment are important factors to consider when evaluating development proposals and new community plans for the City.

- Air quality is a top priority in maintaining Sacramento's quality of life. The goal of compliance with Federal air quality standards - as soon as possible - must be considered in land use decision making and transportation planning.

- A valuable asset for each community is the open space and parks that are provided for recreational purposes. Adequate land and funding for improvements and maintenance will be necessary in newly developed areas to ensure the provision of this asset.

- Cultural amenities such as symphonies, theater, schools, libraries, museums and art help enhance the urban environment. Support for these amenities will help ensure a rich vital urban experience.

- Because most parents are in the paid work force, adequate child care at the worksite would help attract and maintain a productive work force.

- Crime, physical hazards and debilitating influences detract from the well-being of the neighborhood environment. Some neighborhoods in the City are experiencing the adverse effects of blighting influences, crime, and problems associated with homeless individuals. Efforts to correct these problems will be necessary to ensure the protection of the public's health, safety and general welfare.

- It is the objective of the City that urban resources are developed in a manner which is equitable to all citizens in each community of the City. A disparity in level of service or opportunities between individual community areas is detrimental to the overall character of the City.

- The image a community projects is partly reflected in the quality and design of its development. Design and development guidelines are authorized in some communities in the City. In some areas which lack guidance, the character and integrity of the community is threatened since design and compatibility are features often overlooked. To create pleasant attractive neighborhoods, it may be necessary to develop minimum standards and guidelines for residential, commercial and industrial development that reflect the image and needs of affected communities.

- It is the objective of the City to require that new development be consistent with established guidelines for noise and safety near McClellan and Mather Air Force Base. It was not the intent of California Airport Land Use Commission Law, however, to affect areas substantially devoted to development already, such as is found in most of the area south and west of McClellan. Thus existing development, approved subdivisions, and infill areas should not be required to be compatible with the McClellan Comprehensive Land Use Plan.

Policy 2 - Population and Housing Growth

It is the policy of the City that adequate housing opportunities be provided for all income households and that projected housing needs are accommodated.

- When housing opportunities are limited, the cost of housing increases. Increased housing costs create hardships for many, but especially lower income households unable to compete for available housing. In an effort to keep housing affordable to these groups, land use decisions in each community should reflect the Citywide objective of providing housing opportunities for all income groups.

- The location of residential land use in relationship to employment centers may be a significant factor in reducing traffic and meeting local housing needs. Providing a variety of residential uses near major employment centers or along transit or major transportation routes can help ensure housing opportunities for all income households employed in those centers. A later study will in part address the need for increasing residential densities along transit or major transportation routes.

- Each new community plan should provide a variety of housing types to promote the availability of housing opportunities for a broader range of households.

- Residential development consumes a significant portion of land in the City. It is therefore important that the quality and character of residential development complement the total urban environment. Although the quality of housing in Sacramento is generally good, continued efforts to maintain and improve the quality of housing will be necessary in some areas of the City.

- At the present time, adequate land is available in the City to meet the current projection of future housing with a holding capacity of 218,100 units. Land use changes from residential to non-residential uses can consume the available holding capacity for housing while increasing the demand for this type of land use. Some of the land currently designated for residential use is also hampered by development constraints such as inadequate street improvements or water and sewer service. In order to promote adequate land for projected future housing, it will be necessary to remove development constraints and maintain existing residential land use capacities.

- There are locations where a mixture of residential, neighborhood related commercial/office and employment opportunities should be provided. The percentage of each type of use should be determined in a manner where each type of use adequately supports the other land use components.

Policy 3 - Economic Development and Employment Opportunities

It is the policy of the City to actively promote the continued vitality and diversification of the local economy, and to expand employment opportunities for City residents.

- Continued growth and diversification of the City's economic base relies on fostering new opportunities for industrial development. This can be accomplished through City economic development programs, capital improvement expenditures, and industrial land availability.

- The City's economic well-being is dependent upon stability and diversification. The City in conjunction with the Sacramento Area Commerce and Trade Organization (SACTO) should take an active role in the marketing and promotion of new business opportunities. There is a highly competitive atmosphere in the metropolitan area for industrial development, particularly technology oriented industries. The City needs to identify the market segments it wants to capture and direct efforts toward attracting those industries. Implementation of the City's adopted Economic Development Program should be coordinated with other organizations involved in economic development. Once coordination is accomplished, the City's Program should be an effective aid in marketing Sacramento.

- Sacramento's forecasted industrial growth will result in new and expanded employment opportunities. These jobs will require new job skills. Local hiring incentives and referral programs for major employers should be continued and expanded where needed to ensure that City residents benefit from Sacramento's expanding economy.

Policy 3a - Downtown Sacramento

It is the policy of the City to provide continued support of private and public efforts that promote the Central City's role as the region's commercial office, employment and cultural center; and at the same time provide close-by housing within identifiable residential neighborhoods.

- The metropolitan area's largest concentrations of employment and retail and office space located in the Central City. Downtown's continued vitality, therefore, has Citywide as well as regional implications. An incentive program may be needed to ensure continued investment and development in the Central City.

- The presence of the State Capital and other government buildings have played an important role in shaping the Central City's character. Government office needs dominate the downtown office market; State and local government attract visitors worldwide; the majority of Central City employees work for public agencies; and many of the government buildings are either historically or architecturally significant and serve as Central City landmarks.

- Implementation of the Downtown Urban Design Plan will ensure that future Central Business District (CBD) development contributes to a unique setting through the use of architectural and streetscape design guidelines.

- Residential neighborhoods within the Central City can provide needed housing options for those choosing to be near their employment and activity hub, will offer contrasting land use to stimulate variety in the urbanscape, and afford many the opportunity of reduced dependency on auto usage.

Policy 4 - New Growth Areas

It is the policy of the City to approve development in the City's new growth areas that promotes efficient growth patterns and public service extensions, and is compatible with adjacent developments.

- The City is not in the position to finance all capital expenditures and ongoing public services in the new growth areas. Capital improvements and services must often be funded through a partnership of public-private financing mechanism.

- New growth area development may have significant transportation impacts on the existing circulation network. As a prelude to development of these areas, master circulation plans including major streets, alternative-transportation modes, and Transportation Systems Management measures, shall be required.

- New growth projects may complement existing development by providing employment and housing opportunities serving existing population and neighborhoods. This is accomplished through the normal review process.

- New growth area development will be allowed when all necessary infrastructure is available or will be provided. If it is consistent with the City's urban growth and annexation policies, and promotes orderly and efficient growth.

Policy 5 - Urban Conservation and Infill Areas

It is the policy of the City to promote the reuse and rehabilitation of existing urban development as a means to meet projected growth.

- Numerous opportunities for healthy growth can be found within underutilized or deteriorating neighborhoods. These areas have been identified but required in-depth study to determine their reuse potential. This can be done by targeting the neighborhoods or sub areas for Planning Division and Redevelopment Agency attention when approving the City's annual work programs.

- Some neighborhoods are characterized by vacant land skipped over in the process of development. To more fully utilize this resource, efforts to promote infill and remove development constraints will be necessary.

- Although the City has expended a great deal of time and resources for redevelopment activity, there are certain neighborhoods which are not addressed by these efforts but are also affected by blighting influences. The issue of additional incentives and programs for public and private redevelopment or rehabilitation of existing neighborhoods should be considered. The City should also continue to explore new ways to develop funding sources for the revitalization of existing neighborhoods.

- Some neighborhoods are presently experiencing decline due to neglect and poor maintenance. Limited efforts in these areas may be all that is needed to improve the image of the neighborhood and to stimulate investment in these areas. The City should explore ways to provide assistance which will help reverse the trend of decline in these areas.

- Certain areas in the City are adversely affected by deteriorating or inadequate infrastructure improvements. These deficiencies create a disincentive for new development in these neighborhoods. Funding for infrastructure improvements will be needed to ensure the reuse and rehabilitation of declining neighborhoods.

- The City should declare existing neighborhoods where reuse and rehabilitation are needed as a high priority when targeting public expenditures and other resources.

Policy 6 - General Plan Land Use Amendments

It is the policy of the City in considering General Plan land use map amendments to evaluate the impact of such amendments upon the General Plan and community plan goals and policies.

- The General Plan is an integrated document containing projections for residential and non-residential uses. Significant land use amendments can affect these projections as well as the ability to implement specific goals and policies. Because of this, there is a need to establish a monitoring system for reporting land use changes so that the City can better assess their cumulative impacts and timing for another General Plan update.

- Each proposed General Plan amendment must be evaluated to determine whether it is consistent with the projections, goals and policies. If it is not consistent, either the proposed amendment must be disapproved or the affected projections, goals and policies must be amended together with the land use amendment in order to approve it.

Policy 7 - Annexation

It is the policy of the City to work with LAFCO to adjust the LAFCO Sphere-of-Influence to be in conformity with the City's Adopted Annexation Policy.

- In addition to underdeveloped lands lacking services, a large portion of developed lands have inadequate infrastructure facilities and services.

- Presently, the Sphere-of-Influence does not include the entire City. The City should request that LAFCO expand it to include these areas, and other logical areas outside its current boundaries.

- The City should initiate annexations which:

    a. Constitute fiscally sound additions to the existing City.

    b. Are consistent with State law and Local Agency Formation Commission standards and criteria.

    c. Preserve neighborhood identities.

    d. Ensure the provision of adequate municipal services.

    e. Are consistent with General Plan and Community Plan land use policies.

- The City should encourage annexations initiated by owner/residents which are consistent with the policies set forth above by:

    a. Honoring land use permits and entitlements previously granted by the County government, subject to consistency with City engineering and building standards and compatibility with City municipal services facilities in place.

    b. Assisting applicants with administrative requirements of the Local Agency Formation Commission.

Policy 8 - Transportation

It is the policy of the City to promote an efficient, safe, and balanced transportation system.

- Recognizing that many transportation problems affect more than just the City, the City will continue to coordinate with other transportation agencies and providers (federal, State, regional, and local) to explore solutions to transportation problems.

- Parks and recreation services are an important part of the City's physical structure. As Sacramento continues to grow, there will be greater demand on existing services and facilities. Funding sources to provide these services, however, are decreasing. The City will continue to provide parks and recreation services, to ensure leisure and enrichment activities for Sacramento residents within the limits of financing capability.

- Presently, there are mutual agreements between the City and County and special districts for some municipal services to some areas , these agreements should continue.

Policy 9 - Local and Regional Government

It is the policy of the City to cooperate with the region's various public jurisdictions on matters of mutual interest including social, economic, and environmental issues; land use policies; and private development project review.

- The Sacramento metropolitan area is a dynamic, growing urban area. Complex urban issues do not respect jurisdictional boundaries, they impact both the City and County. Air and water quality, transportation, and economic development are issues that must be addressed on a regional scale. The City recognizes the importance in planning for new growth and development in a reasonable manner.

- Providing adequate housing accessible to employment opportunities is a regional issue. The City, particularly the Central City, has long been the employment center of the metropolitan area. In recent years, cities and the county have been competing for new commercial and industrial development. Local jurisdictions, in addition to encouraging non-residential development, mustmake available adequate lands for residential construction. Sacramento City, the County, and the other cities must continue to provide their "fair share" of housing, implement their housing elements, and provide opportunities for new housing construction.

- The continuing growth, stability, and diversification of the regional economy is a major goal of local jurisdictions. Intergovernmental cooperation and a regional perspective are needed for the success of any economic development project. The City supports the development of a regional economic policy which compliments a specific City economic development program.

Policy 10 - Open Space and Natural Resource Conservation

It is the policy of the City to conserve and protect natural resources and planned open space areas, and to phase the conversion of agricultural lands to planned urban uses.

- The City will continue to provide open space for the preservation and conservation of natural resources. The City will continue programs established by the Department of Parks and Community Services in maintaining parks, trees, and other landscaping. The City will conserve riparian forests and grassland vegetation. The City will protect planned open space areas that support wildlife habitat and work with the County in protecting unique physical features. The City will establish development standards to enhance the visual amenities of open space areas.

- The City will provide open space for, and the conservation of, the managed production of resources as defined in the Conservation and Open Space Element. The City will work with the County to study an agricultural preservation program. The City will allow the extraction of construction grade aggregate and assure that depleted aggregate pits are reclaimed for appropriate uses.

- The City will provide open space for recreation. The American and Sacramento River Parkways will be conserved and protected. The City has other open space areas that can also be developed to their recreational use potential. These areas include utility easements, floodways and floodplains.

Policy 11 - Public Services

It is the policy of the City to provide a full range of adequate municipal services in order to meet resident and worker needs and to assure a healthy, orderly development and maintenance of its communities. It is important that these services are coordinated with the expected growth of the City.

- Adequate public facilities and services should be provided in existing developed areas. Consideration for these services should be given to depressed and infill areas for improvem facilities and services must be in place as new communities are developed and a financing plan for those services should be determined prior to development.

- The funding of new services is a major constraint facing government today. Appropriate facilities and services must be in place as new communities are developed and a financing plan for those services should be determined prior to development.

- In addition to other funding sources, the City through its Capital Improvement Program should improve existing inadequate facilities in infill and depressed areas.

- Park and recreation services are an important part of the City's physical structure. As Sacramento continues to grow, there will be greater demand on existing services and facilities, and new residential areas will require new park facilities. Funding sources to provide these services, however, are decreasing. The City will continue to provide parks and recreation services, to ensure leisure and enrichment activities for Sacramento residents within the limits of financing capability.

- Presently, there are mutual aid agreements between the City and County and special districts for some municipal services to some areas. These agreements should continue.

Section 2

Residential Land Use Element

RESIDENTIAL LAND USE ELEMENT
SECTION TWO CONTENTS

CONTENT **PAGE**

List of Tables

Table **Page**

List of Maps

Map **Page**

List of Figures

Figure **Page**

RESIDENTIAL LAND USE ELEMENT

INTRODUCTION

This element of the Sacramento General Plan discusses residential land uses. A complete discussion of housing can be found in the next section. Other land use element sections in this Plan discuss commerce and industry land uses and public facility and service land uses.

OVERALL GOALS

The following goals summarize the general direction in meeting the residential land use and housing needs for the 1986 General Plan:

Goal A

Maintain and improve the quality and character of residential neighborhoods in the City.

Goal B

Provide affordable housing for all income groups.

Goal C

Meet the fair share regional housing needs for all economic segments within the City.

EXISTING CONDITIONS

PATTERN AND IMPORTANCE OF RESIDENTIAL DEVELOPMENT

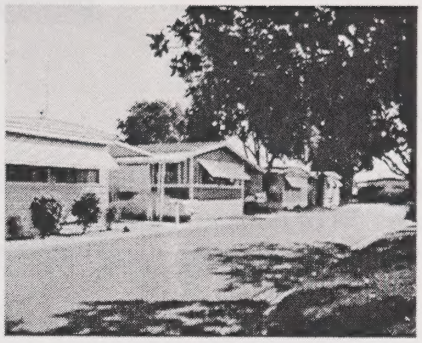
Residential land use accounts for approximately 37 percent or 32,270 acres of the existing and designated land area in the City of Sacramento. Since residential uses consume a significant portion of the land use in the City, its location and character help define the form of the total urban environment. Existing residential development has been accomplished by locating higher densities within the Central City and along major streets. Single family uses and lower densities have generally been located in a manner that minimizes intrusion from more intensive development. At the present time, residential development is occurring on the urban fringe and through redevelopment efforts within the core area.

TYPE OF RESIDENTIAL DEVELOPMENT AND NEIGHBORHOOD ENVIRONMENT

Residential development in Sacramento consists of a variety of housing types and styles. The types of housing development consists of single family detached dwellings in rural, suburban and urban settings, multiple family complexes, high rise residential structures and group quarters. The style and character of housing development on Sacramento is diverse and varies from one community to another depending on the era in which the development occurred and the economic conditions affecting the property at that time. Figure 1 illustrates the variety of residential developments found in the City.

Figure 1

TOWNHOUSE CONDOMINIUM



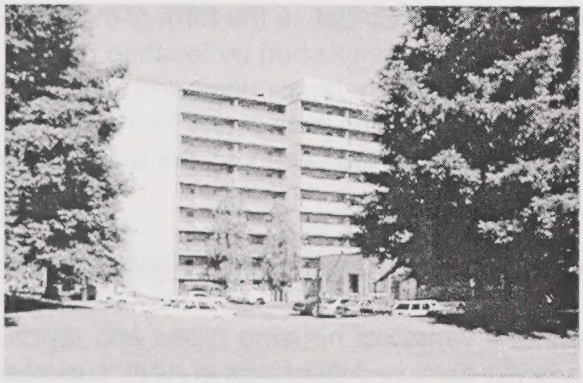
MOBILE HOME PARK

VICTORIAN

GARDEN APARTMENTS

MIXED RESIDENTIAL/OFFICE

PERIOD SINGLE FAMILY



HIGH-RISE MULTI-FAMILY

CONVENTIONAL SINGLE-FAMILY

VARIOUS RESIDENTIAL DEVELOPMENTS WITHIN THE CITY

RESIDENTIAL AGE AND DETERIORATION

The age of the housing stock provides one indicator of the condition of the housing available. Over 50% of the City's housing was built prior to 1960. Many of these older units have been well maintained and are in prime residential areas. Other older and new units have not been well maintained and are in need of rehabilitation or replacement.

Table 1
Age of Housing Stock, 1980

Year Unit Built	Number of Units Built	% of Total Housing Stock
1970 to 1980	28,829	23.4%
1960 to 1970	25,240	20.5%
1950 to 1960	26,557	21.5%
1949 - earlier	42,630	34.6%

SOURCE: 1980 CENSUS

Some older neighborhoods are experiencing blighting influences which distract from the overall residential character of the City. Some of the housing stock in these areas is either substandard or in need of rehabilitation. According to the 1980 Census, there were 4,390 substandard residential units Citywide. Increased code enforcement and progress to assist in rehabilitation efforts have helped subdue the growing incidence of neighborhood deterioration. Some older neighborhoods are, however, still experiencing the adverse effects of blighting conditions which hamper development in these areas.

PLANNED RESIDENTIAL DEVELOPMENT

NEW RESIDENTIAL CONSTRUCTION

This plan projects that approximately 55,184 new residential units will be built in the next 20 years. Demand for more intensive development could alter the holding capacity of land planned for residential use. The expansion of more intensive land uses has the potential of creating greater demand for housing due to increased employment generated by more intensive use. Reduction of the total amount of residential land available in the market area places greater demand on the remaining property in this land use category increasing the cost for residential development.

OPPORTUNITIES WITHIN RESIDENTIAL USE AREAS

There are 11,600 acres of vacant land designated for residential uses. Potential infill sites account for approximately 1,560 acres. The potential development capacity of this vacant and underutilized land could yield approximately 87,500 units Citywide. Table 1a identifies the amount of developed and vacant residential land by community plan area and density ranges. See Map 1 for the location of these lands.

Table 1a
Developed and Vacant Residential Land

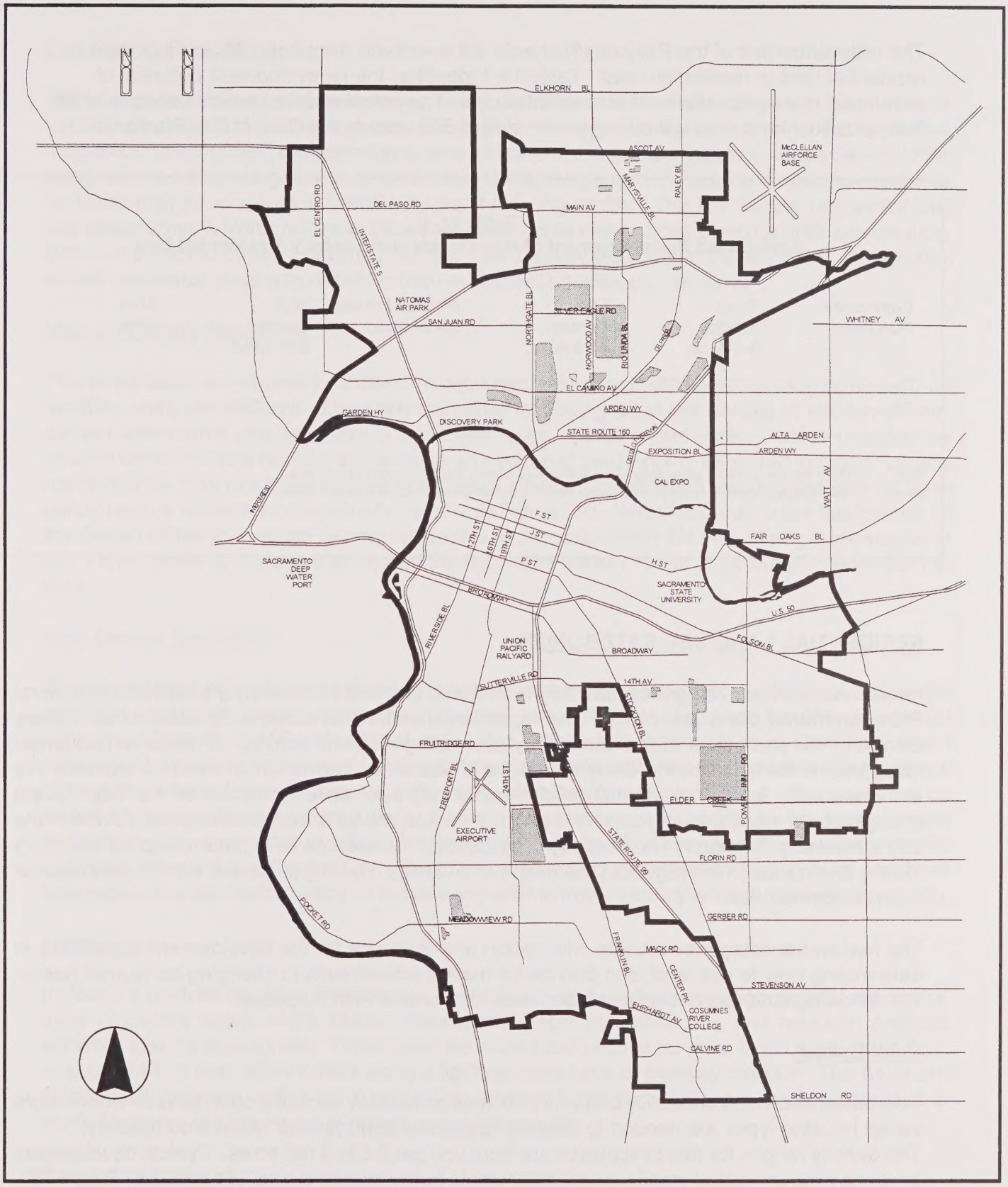
	Developed Gross Acres					Vacant Gross Acres				
Community Plan Areas	**Rural Estates 0-4 du/ac**	**Low Density 4-15 du/ac**	**Medium Density 15/29 du/ac**	**High Density 29+ du/ac**	**Area Total**	**Rural Estates 0-4 du/ac**	**Low Density 4-15 du/ac**	**Medium Density 15/29 du/ac**	**High Density 29+ du/ac**	**Area Total**
Airport Meadowview	0	2,130	76	0	2,206	92	885	38	0	1,015
Arden-Arcade	0	572	21	94	687	0	12	3	0	15
Central City	0	254	508	203	965	0	0	1	11	12
East Broadway	0	2,620	177	7	2,804	0	140	20	0	160
East Sacramento	0	2,313	117	159	2,589	0	35	0	0	35
Land park	0	2,807	8	123	2,938	0	64	0	0	64
North Natomas	73	0	0	0	73	188	2,567	483	0	3,238
North Sacramento	74	3,399	170	7	3,650	136	1,607	170	5	1,918
Pocket	8	2,440	244	0	2,692	0	943	0	0	943
South Natomas	0	1,442	177	0	1,619	0	1,872	154	0	2,026
South Sacramento	0	2,725	286	0	3,011	0	1,704	197	12	1,913
Area Total	155	20,718	1,782	593	23,248	416	9,829	1,081	28	11,599

Assumptions: Low density residential acres are based on 4-8 and 7-15 dwelling units per acre community plan designations per Appendix 1. Medium density residential acres are based on 11-21 and 11-29 dwelling units per acre community plan designations per Appendix 1.

In North Natomas Community Plan area, the gross to net factors used are: 82% for LDR, 85% for MDR, and 87% for HDR. NNCP LDR and MDR correspond to General Plan LDR and NNCP HDR corresponds to General Plan MDR. In North Natomas, HDR can exceed 29 dwelling units per net acre when located close to transit service.

Sources: City Land Use Inventory 1985 and City Planning Division staff (pers. comm.)

Note: Data for South Natomas and North Natomas include some County areas. Data for all other community plan areas include only City areas.Values less than 0.5 are shown as 0 due to rounding. Sum of values may not equal total shown due to rounding.



RESIDENTIAL INFILL AREAS
1986

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The redevelopment of the Railyards/Richards will eventually transition 236 acres of non-residential land to residential uses. Table 1a-1 identifies the redevelopment potential of developed non-residential land to residential use. The potential development capacity of the Railyards/Richards area will add approximately 6,660 units to the Central City Plan area.

Table 1a-1
Anticipated Redevelopment of Non-Residential Lands to Residential Use

Community Plan Area	Rural Estates 0-4 du/ac	Low Density 4-15 du/ac	Medium Density 15-29 du/ac	High Density 29+ du/ac	Area Total
Central City	0	0	14	222	236

Note: These figures represent gross acres in the Railyards/Richards Redevelopment Project area.
Source: Draft EIR Railyards Specific Plan/Richards Boulevard Area Plan and ROMA Design Group.

RESIDENTIAL LAND USE CATEGORIES

Residential land use categories have been structured to provide consistency between the General Plan, community plans, and zoning. The Implementation Section explains the relationship of these General Plan categories to the community plan categories and zoning. A range of residential categories is identified on the General Plan Land Use Map. The minimum size use shown is five or more acres. Smaller residential developments may exist while not shown on the map. (A set of larger scale maps showing smaller residential developments is available for public review in the City's Planning Division.) The intensity of residential developments is determined by the City's Zoning Ordinance which regulates the height of buildings, building setbacks, and lot coverage for each residential use.

The residential categories provide information and guidance for the development community in determining how to use land, and provide for market adjustments to changing consumer needs. The following land use designations are used for General Plan purposes:

Rural Estates

This designation is intended for property with environmentally sensitive conditions or where more varied housing types are needed to balance residential opportunities within a community.
The density ranges for this designation are from unit per 0.5 to 4 net acres. Typical development on these sites consist of small ranchettes or single family homes in rural settings (see Figure 2B).

Low Density Residential

This designation allows residential uses within densities from 4-15 dwelling units per net acre. Typical development in these areas will consist of single family detached units, duplexes, halfplexes, townhouses, condominiums, zero lot line units and cluster houses. Since General Plan designations include large areas of land, other related neighborhood uses and specific residential densities may be indicated in community plans (see Figure 2A). The low density residential land use designation in North Natomas allows for densities as low as three dwelling units per net acre. Within the Jacinto Creek Planning Area the Low Density Residential General Plan designation allows residential uses with densities from 4-20 dwelling units per net acre.

Medium Density Residential

This designation will generally consist of multiple family dwellings with densities ranging from 16-29 dwelling units per net acre. Development under this designation will consist of condominiums, garden apartments and light density apartment uses. Some commercial or office use may be located within multiple family districts since an overlap of land uses is expected in higher density residential districts which are located along major streets. Specific land use designations for each parcel may be indicated in community plans (see Figure 2B). North Natomas areas designated on the General Plan as medium density residential and located within 1/4 mile of a light rail station or bus transit center are allowed to exceed the maximum density range of 29 dwelling units per net acre.

High Density Residential

This designation refers to areas planned for development that consists of a mixture of residential densities along with limited commercial or office use. The density range for this residential category is from 30 to 156 units per net acre. This type of development is most commonly found within the Central City and in select areas along major streets and transit corridors in other portions of the City. Although this designation indicates predominantly residential uses, other uses may be allowed as indicated in community plans. An example of an area appropriate for this type of mixed residential and commercial or office development would be "R" Street and the Southern Pacific Railyards site within the Central City. The mixed use concept provides for close in living which will help reduce transportation needs for those living close to major employment center (see Figure 2B).

Mixed Use

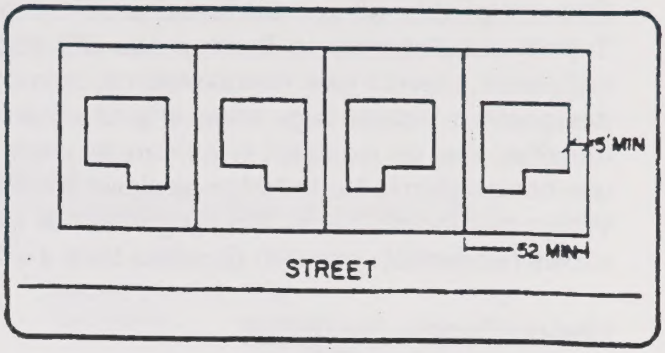
Includes a mixture of office, commercial, open space, and medium and high density residential uses. In some larger, more intense development, light manufacturing and research oriented activities may be appropriate. These uses are more ideally suited for land within the Central City, or adjacent to a high activity node along a light rail transit line or freeway corridor. The Southern Pacific Railyards site, within the Central City, and the Employment Center areas designated in North Natomas are examples of mixed use development.

Residential Mixed Use

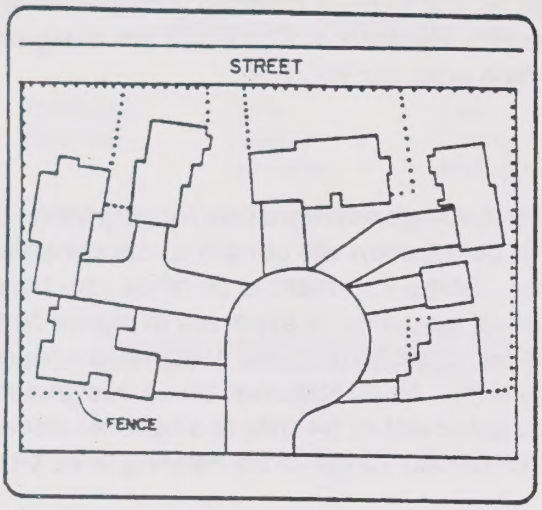
This designation refers to areas planned for development that consists of a mixture of residential densities, commercial and or office use. This designation is different from the High Density Residential designation which is a residential designation. The Residential Mixed Use designation is intended for Mixed Use development with both Residential and commercial uses.

Figure 2-A

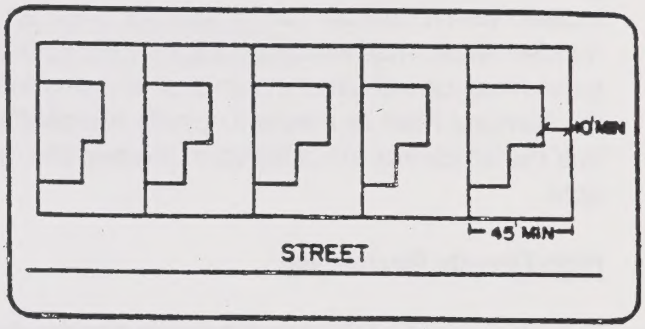
Single Family Detached



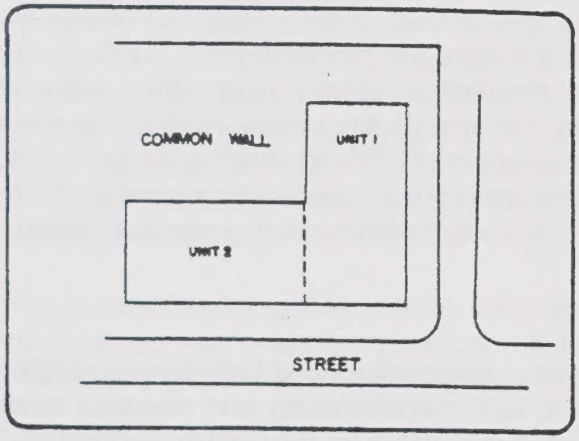
Single Family - Patio Homes



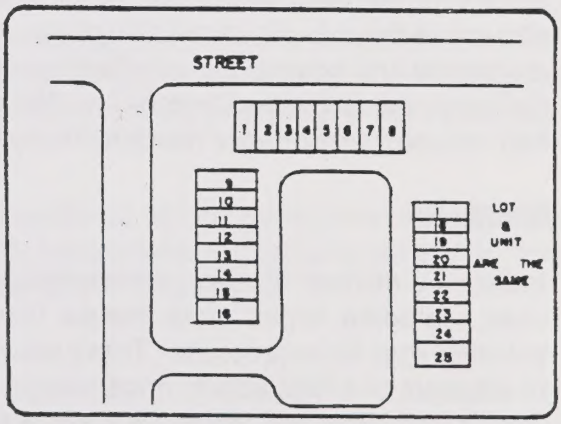
Single Family - Zero Lot Line



Duplex



Townhouse-Condominium



LOW DENSITY RESIDENTIAL

EXAMPLES OF RESIDENTIAL DEVELOPMENT FOR EACH RESIDENTIAL LAND USE CATEGORY

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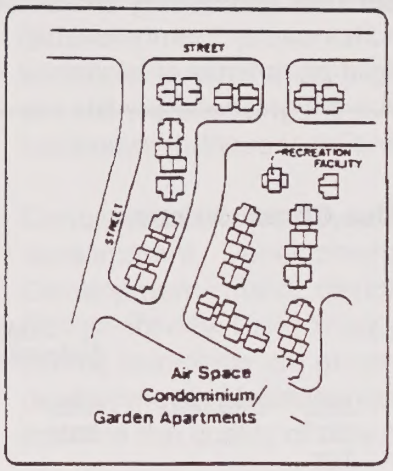
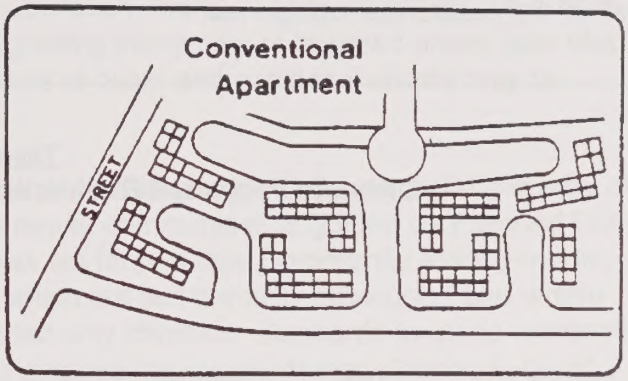
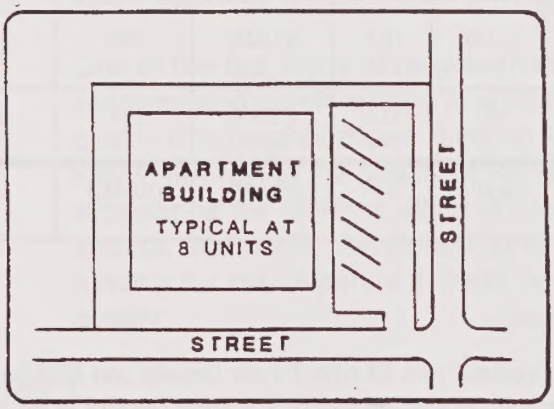
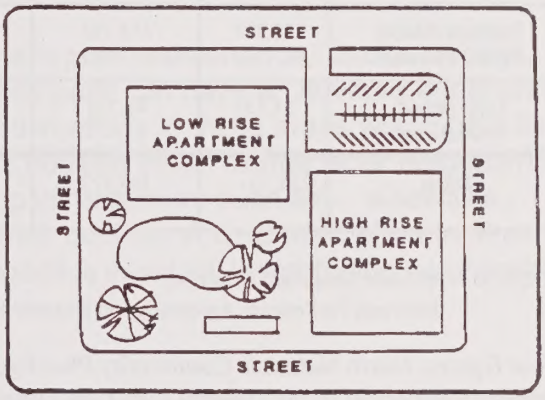
Figure 2-B



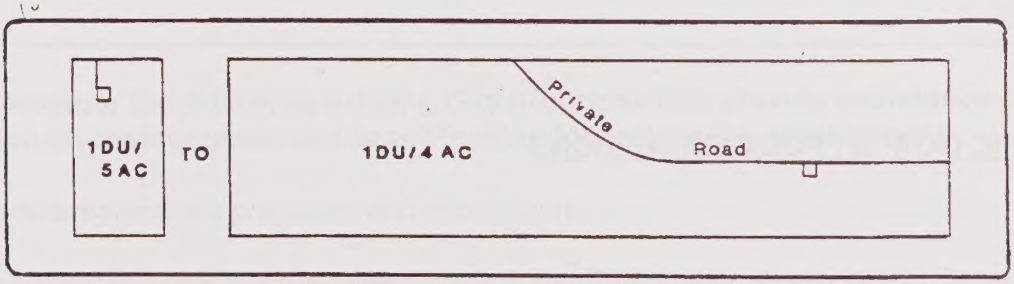


MEDIUM DENSITY RESIDENTIAL





HIGH DENSITY RESIDENTIAL



RURAL ESTATES

EXAMPLES OF RESIDENTIAL DEVELOPMENT
FOR EACH RESIDENTIAL LAND USE CATEGORY

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Table 2 indicates expected unit yield, population, household size, and density characteristics for each of the residential categories.

Table 2
Ultimate Projected Residential Land Use Characteristics

				All Land			Vacant or Underutilized Land	
Land Use Type	Total Units	Population	Pop/Unit	Gross Acres	Units/ Net Acre	Total Units	Gross Acres	Units/ Net Acre
Rural Estates (0.5-4 du/na)	921	2,507	2.7	838	1.4	(517)	419	1.5
Low Density (4-15 du/na)	142,901	377,571	2.6	29,625	6.1	(58,909)	8,909	7.9
Medium Density (16-29 du/na)	57,744	115,783	2.0	3,330	18.5	(27,925)	940	34.1
High Density (30+ du/na)	24,135	48,711	1.9	807	33.2	(7,795)	214	46.0
Totals	225,701	544,572	2.4	34,601	7.7	(95,076)	(10,482)	10.7

SOURCE: Richards Boulevard Area Plan
Railyards Preliminary Agreement and Richards Housing Program

New figures: North Natomas Community Plan figures are calculated with 94 NNCP Low Density and Medium Density Residential in the General Plan Low Density Residential designation and NNCP High Density in the General Plan Medium Density Residential. Gross to Net factors for NNCP are: 82% for low density, 85% for medium density, and 87% for high density residential designations. NNCP High Density Residential located close to transit can exceed 29 dwelling units per net acre.

SPECIFIC GOALS , POLICIES, ACTIONS

Goal A

Improve the quality of residential neighborhoods Citywide by protecting, preserving and enhancing their character.

- Neighborhood character and identity are important qualities in the urban environment. These qualities help define the parameters of each neighborhood and distinguish each sub-community from another. The preservation and maintenance of neighborhood character and identity is an essential factor to consider when new development proposed in an existing community.

- There are currently a number of programs available in the City to assist in redevelopment, preservation and rehabilitation efforts. These programs have been beneficial in eliminating blight and upgrading the quality of targeted areas (see Map 2) are still experiencing the adverse effects of blight and additional efforts may be necessary in these locations.

- Certain areas in the City are subject to design standards which control the quality of development. Development in some newer communities is guided by Planned Unit Development criteria, design standards set forth in new Community Plans, and in Design Review Districts. Yet, areas which are substantially developed and where zoning is in place are generally provided only minimum standards to guide residential development. Measures designed to improve the overall design standards could improve the quality of new residential development and the total urban environment.

- Improper land use mixes such as nonconforming commercial and industrial uses in residential neighborhoods distract from the residential character of the neighborhood and add to its decline. In addition, debris, outdoor storage and signs associated with these activities create a poor environment for residential use.

- One of the first signs of neighborhood decline is poor maintenance. Broken fences, windows and porch railings in addition to faded paint can have an adverse effect on the quality of a neighborhood. Limited rehabilitation efforts in these areas would go a long way in improving the quality of Sacramento's housing stock. Some older neighborhoods experience the adverse effect of deteriorating infrastructure such as sidewalks, streets, and public places adding further to their decline. A concerted effort to direct funding for improvement in these neighborhoods is essential in improving neighborhood quality.

Policy 1

Continue to target code enforcement efforts by identifying and prioritizing neighborhoods experiencing code violations.

Policy 2

Actively promote the following existing City programs that provide assistance and information on maintenance and beautification for residential development:

- Code enforcement programs and information.

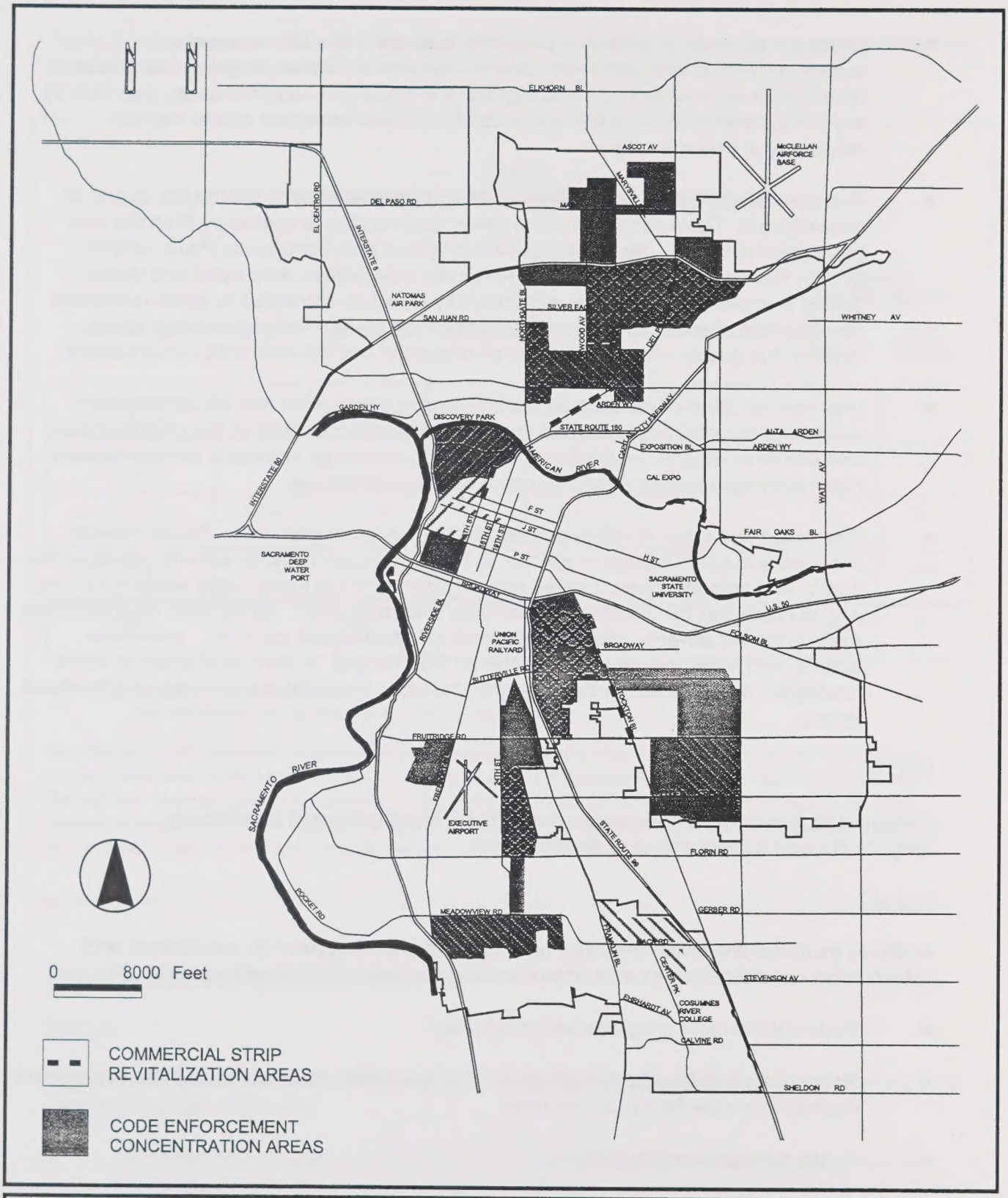
- Rehabilitation programs available through the Sacramento Housing and Redevelopment Agency for single family development.

- Rental rehabilitation program.

Policy 3

Utilize established Multiple Family Design Guidelines in reviewing multiple family development on a Citywide basis.

Map 2



TARGETED REDEVELOPMENT AREAS AND POTENTIAL IMPROVEMENT AREAS

REDEVELOPMENT TARGET AREAS

COMMUNITY PLAN PROBLEM AREAS

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

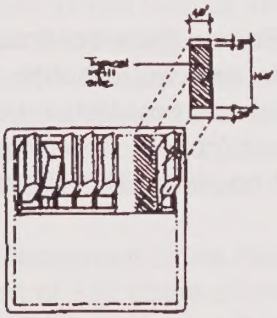
(Amended 12/14/93 by Resolution 93-740)

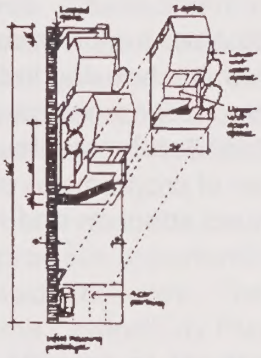
Policy 4

Promote the reuse of abandoned structures which are sound or can be renovated for residential use to ensure neighborhood vitality.

Adjacent to McClellan Air Force Base the following criteria will be used when reviewing residential infill development projects:

- The proposal is consistent with General Plan and Community Plan land use policies;
- The proposal is permitted under the zoning designation for the property;
- The proposal is located within 1,000 feet of surrounding development of similar uses;
- The development project is compatible with surrounding residential development;
- The proposed project will not expand the perimeter of the developed area;
- Projects developed under infill provisions will be eligible for certain incentives other than a density bonus which will not be appropriate in this specific location due to factors affecting this property.





Policy 5

Continue redevelopment and rehabilitation efforts in existing target areas and identify other areas experiencing blighting conditions. Explore methods to expand public or private rehabilitation efforts in potential improvement areas and in areas of opportunity or reuse identified in the General Plan (see exhibits located elsewhere in the General Plan).

Policy 6

Prohibit the intrusion of incompatible uses into residential neighborhoods through adequate buffers, screening and zoning practices that do not preclude pedestrian access to arterials that may serve as transit corridors.

Policy 7

Protect and preserve architectural, cultural, and historic structures through the existing preservation program.

Policy 8

Support efforts to develop established guidelines for residential development fronting on a major street.

Goal B

Provide affordable housing opportunities for all income household categories throughout the City.

- Overall the City provides a diverse selection of residential uses which help meet the housing needs of a varied population. Although a variety of housing type, price range, and style are available within the City, some of the individual communities are in need of more diverse residential opportunities. This imbalance in housing opportunities creates disparity between communities, may impede planned development, and restricts locational opportunities for lower income persons. The City supports efforts to provide affordable housing opportunities in all of its` communities.

- As with other major urban areas in the United States, there continues to be a shortage of affordable housing in Sacramento for lower income households. The need can be expected to increase as additional low paying jobs are created in new commercial and industrial developments accompanying economic growth. The City has participated in a number of programs to assist in providing such housing. This is a problem that requires continued attention and new solutions.

Policy 1

Establish methods to provide more balanced housing opportunities in communities that lack a full range of housing opportunities.

Policy 2

Support existing programs which provide affordable housing opportunities for lower income households and seek new ways to increase this housing type.

Action a) Direct the Housing and Redevelopment Agency to explore local funding methods to assist in providing housing affordable to lower income households to meet current and future needs.

Policy 3

Develop a monitoring system to track residential development in each Community Plan area and to determine build out of each type of residential use category.

Policy 3a

Conduct a feasibility study to determine if a monitoring system on housing development will help in meeting needs for child care facilities in growing communities and recommend methods to meet these child care needs.

Policy 4

Continue to prohibit the conversion of rental housing into condominiums in Community Plan areas where the rental vacancy rate is five percent or less when measures have not been provided to mitigate the loss of rental housing in the area.

Goal C

Develop residential land uses in a manner which is efficient and utilizes existing and planned urban resources.

- Approximately 55,184 new residential units are projected for the next 20 years to house the growing population in Sacramento. The timing, density and location of residential development is important in ensuring efficient utilization of existing urban resources.

- There are currently 10, 950 acres of vacant land designated for residential use in the City. Underutilized land or infill sites total 1, 560 acres. Development potential of this land varies depending on densities used and the percentage of available infill sites that are utilized for this purpose. Some neighborhoods are also capable of supporting more intensive development than currently exists due to recent changes in service capacities and access. Utilization of these existing resources will help revitalization efforts and ensure efficient use of urban land.

- The redevelopment of the Railyards/Richards area provides opportunities for the conversion of 232 acres of non-residential land to residential uses. The development capacity of this area adds 6,660 residential units to the Central City Plan area.

Policy 1

Identify areas where increased densities, land use changes or mixed uses would help support existing services, transportation facilities, transit, and light rail. Then proceed with necessary General Plan land use changes for property with service capacities adequate to support more intensive residential development.

Policy 2

Identify areas of potential change where density development would be appropriate along major thoroughfares, commercial strips and near light rail stations, and modify plans to accommodate this change.

Policy 3

Modify the Subdivision Ordinance to accommodate smaller lot sizes for single family development.

Policy 4

Promote infill development as a means to meet future housing needs by expanding the benefits for this type of development and actively promote infill development in identified infill areas through outreach programs designed to inform the development community and property owners of this program.

- The infill designation applies to all commercially designated property in the Alhambra Corridor for residential development;
- The infill designation applies to all medium and high density residential designated property in the Alhambra Corridor;
- The infill designation applies to all Low Density Residential Designations provided that increased densities are not part of the use of this designation.

Adjacent to McClellan Air Force Base the following criteria will be used when reviewing residential infill development projects:

- The proposal is consistent with General Plan and Community Plan land use policies;
- The proposal is permitted under the zoning designation for the property;
- The property is located within 1,000 feet of surrounding development of similar uses;
- The development project is compatible with surrounding residential development;
- The proposed project will not expand the perimeter of the development area;
- Projects developed under infill provisions will be eligible for certain incentives other than a density bonus which will not be appropriate in this specific location due to factors affecting this property.

Policy 5

Continue to support existing efforts to provide varied housing opportunities by allowing secondary units on single family lots (Granny Flat Ordinance) and deep lot provisions which allows further development of excessively large lots.

Policy 6

Continue to support redevelopment and rehabilitation efforts that add new and reconditioned units to the housing stock while eliminating neighborhood blight and deterioration.

Policy 7

Continue to support energy conservation measures incorporated in the subdivision ordinance and during the review of building permits.

Goal D

Maintain orderly residential growth in areas where urban services are readily available or can be provided in an efficient cost effective manner.

- Constraints on local government's taxing ability have greatly affected the City's ability to provide basic infrastructure and services for newly developing areas. Until adequate infrastructure funding is available for outward expansion, projected housing needs can be more efficiently met in areas with existing services or where services can be logically extended in a cost effective manner.

- Existing land designated for residential uses provides adequate development potential to meet housing projections for the next year 20 year period.

- Development outside of the City can greatly influence development pressures and future land use decisions within the City boundary. Efforts to coordinate land use decisions with neighboring jurisdictions could help eliminate improper land uses adjacent to residential development

Policy 1

Consider a joint task force comprised of council members and supervisors from the cities of Sacramento and West Sacramento and from the counties of Yolo and Sacramento to develop an effective process to ensure coordinated planning efforts between the City and neighboring jurisdictions.

Policy 2

Approve residential development only where City services are provided in a manner which meet the needs of the proposed development.

Goal E

Provide appropriate residential opportunities to meet the City's required fair share of the regions housing needs.

- The Sacramento Area Council of Governments has developed a Regional Fair Share Housing Allocations Plan as required by State law. This plan allocates a fair share of projected household population growth by income category to the City and surrounding jurisdictions.

- The City through provisions of this General Plan, specifically the Housing Element, accommodates the fair share allocations.

Policy 1

Provide housing opportunities in newly developing communities and in large mixed use developments in an effort to reduce travel time to and from employment centers.

Policy 2

Use mixed use housing and employment centers to help meet housing needs and reduce traffic in new development within the City.

Policy 3

Establish guidelines for mixed use project and allow these uses in urbanized areas of the City where intensive development is planned.

- Since the City is a major regional employment center, it is expected that housing for many of the workers will not be located within the City. In an effort to minimize commute time, efforts to provide housing opportunities within a reasonable distance of employment centers should be considered.

- One way to ensure that needed housing opportunities are provided within highly urbanized newly developing areas is to encourage the use of varied residential densities and to allow for mixed residential and commercial uses. In addition to these housing opportunities the encouragement of infl. development will help in the City's efforts to meet regional housing needs for future growth.

- Residential and non-residential land uses, such as industrial projects, adjacent to one another sometimes are a source of pollution, congestion, and visual problems for those residing in a neighborhood. Guidelines should be established which address these problems and ensure compatibility of non-residential and residential uses.

Section 3

Housing Element

HOUSING ELEMENT
SECTION THREE CONTENTS

CONTENT **PAGE**

List of Tables

List of Maps

List of Figures

1. INTRODUCTION

1.1 PURPOSE AND INTENT

This is the City of Sacramento Housing Element of the General Plan. The Housing Element sets forth the City's policies and strategies for meeting the housing needs of all types of households in our City. The City of Sacramento views housing policy as an important and pivotal cornerstone of the City's effort to support, maintain and where necessary revitalize our neighborhoods. In each of our neighborhoods, the range, style and mix of housing types contributes to the balance and stability of neighborhoods. The strategies included in this document are designed to reinforce balanced neighborhoods and provide choice in housing.

Since the Element is concerned with all household types, it includes policies for housing supply, housing quality, housing affordability, step-up housing, infill housing, senior housing and housing for persons with special needs such as persons with disabilities, or persons in crisis. In addition to the overall City goal of reinforcing neighborhoods, the City has also established economic development as a goal. Good housing policies and programs are key in supporting both the goals for economic development and neighborhood improvement. Indeed Sacramento's past performance in maintaining an adequate supply of affordable housing and strong neighborhoods has contributed to the City's competitive edge in recruiting new businesses to our area.

The Housing Element is also a State mandated requirement. State housing element law (Government Code Sections 65580-65589.8) requires each local government to review and update the housing element of its General Plan every five years. Pursuant to law, the City of Sacramento is required to analyze its housing needs and develop a detailed plan to provide adequate housing opportunities to all households. These efforts will help meet regional housing needs and contribute toward attainment of the state goal of safe and adequate housing for all Californians.

The housing element update process covers the six following steps:

- Review and evaluation of previous element
- Assessment of housing needs
- Inventory of land resources
- Analysis of governmental constraints on housing development
- Statement of quantified housing objectives, and
- Identification of programs for implementation.

Besides these requirements, recent changes in State law require local governments to include the following supplemental information in the element update:

- Analysis and identification of programs to address potential conversion of assisted, multi-family rental housing developments ("opt-outs") to non-low income housing.
- Description of use of monies in a redevelopment agency's Low and Moderate Income Housing Fund.

- Analysis of special housing needs and identification of programs to address homelessness.

- Annual report to the legislative body on the status of the implementation program and progress in meeting the City's regional housing needs.

1.2 FORMAT OF HOUSING ELEMENT

The element is divided primarily into four sections. The first is an analysis of past performance, existing and projected housing needs and current housing production (Chapters 2,3 & 4). Second is an analysis of the land inventory and potential constraints (Chapters 5 &6). Third is a description of goals and policies to provide housing in responce to those needs, and an implementation program which completes the primary sections (Chapters 10 & 11). Supplemental state requirements addressing energy conservation, preservation of assisted units and low and moderate income units are covered in Chapters 7, 8 & 9.

1.3 RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The Housing Element is part of the City's General Plan and is consistent with the other General Plan elements. Land use and housing objectives in the Housing Element are supportive of existing goals and objectives in the Residential Land Use and Circulation Elements. The Housing Element also supports the goals, policies and programs contained in the draft Preservation Element of the General Plan. Moreover, the Housing Element supports Sacramento's overall urban growth policy statements found in the introduction to the City's General Plan.

1.4 RELATIONSHIP TO OTHER HOUSING PLANS AND PROGRAMS

Internal consistency is maintained with existing community plans, the Zoning Ordinance and various housing plans and programs. In addition, the Housing Element is internally consistent with the City of Sacramento's Comprehensive Housing Affordability Strategy (CHAS), a planning document prepared by the Sacramento Housing and Redevelopment Agency that addresses long and short term assisted housing needs and the Consolidated Plan, an application describing the local strategy for use of Federal housing and community development funds..

1.5 CITIZEN PARTICIPATION

Several focus group meetings were held early in the update process to receive public input from interested groups and organizations. Four focus groups consisting of neighborhood representatives and environmental groups, non-profit and housing advocates, private housing developers and service providers were convened to identify key issues and program ideas. Staff developed the goals and policies, constraints and programs based on this input.

Based on these comments, two previous public review drafts were completed in 1993 and 1997. Based on written comments from the California Department of Housing and Community Development in 1993, revisions were made to the public review draft.

The 2000 public review draft housing element was developed after extensive review and comment on an administrative and public review draft by various housing groups representing all economic segments of the community. An ad hoc committee of council members also made extensive comments specific program suggestions. The revisions to the public review draft reflect the numerous changes made to address these comments. Development, review and comment process includes distribution of the public review draft to numerous housing, development, business and community groups, notice to over 300 individuals and organizations representing diverse social and economic segments of the community, and individual meetings with housing and industry groups. Additionally, public noticed meetings were scheduled before the Sacramento Housing and Redevelopment Agency, Planning Commission and City Council to accept public testimony and consider comments and proposed revisions to the draft document.

1.6 TIME FRAME July 1, 1989 - June 30, 2002

The Housing Element Update covers the planning period from July 1989 thru June 30th 2002. This update covers the previous five year update period (through 1996) and the second update period (through 2002) to bring the City in compliance with current state housing element law.

2. ANALYSIS OF PAST PERFORMANCE

2.1 PURPOSE

As a first step, this Chapter provides an assessment of the previous element to determine the effectiveness of its policies and programs in addressing adopted housing goals and objectives. Through this process, the City of Sacramento compared its 1985 objectives with actual housing performance: housing units constructed and preserved, and households assisted. Evaluation of the previous update's housing policies and programs identified successful as well as ineffective programs, thereby providing the City with understanding of changes necessary to improve the effectiveness of existing programs.

The 1985 housing objectives included both quantitative (numeric housing goals) as well as qualitative goals (program and results goals and objectives). An assessment of progress in meeting these goals follows.

2.2 PREVIOUS QUANTITATIVE HOUSING GOALS

The previous planning period extended from 1985 to 1989/90. For planning purposes, 1983 was used as a base year for making housing projections and setting future goals. Numeric goals were established by the Sacramento Area Council of Governments (SACOG) based on a "fair share" plan known as the Regional Housing Allocation Plan (RHAP). According to the RHAP for the previous planning period, the following goals by income level were set for the City of Sacramento:

Table 2-1
1983 THROUGH 1989 RHAP GOALS FOR THE CITY OF SACRAMENTO
(RHAP used 1983 as a base year)

Income	1989 Total Housing Units	Percent of Total	1983 - 1989 Goal
Very Low Income	48,696	33%	4,684
Low Income	27,640	19%	4,916
Moderate Income	29,645	20%	6,443
Above Moderate	39,868	27%	10,207
TOTAL	145,849	100%	26,250

Source: Sacramento Area Council of Governments, 1984.

The total number of new housing units constructed in the City of Sacramento during the planning period is shown in Table 2-2.

Table 2-2
TOTAL NEW CONSTRUCTION -- 1983-1989

1983	1,712
1984	2,197
1985	3,575
1986	4,996
1987	4,175
1988	2,375
1989	2,273
TOTAL	**21,303**

Source: 1988 City of Sacramento General Plan EIR, based on SACOG data and SACOG Housing Module 1991-1992.

2.3 COMPARISON OF ACCOMPLISHMENTS WITH QUANTIFIED HOUSING GOALS

During the past planning period (1985 to 1989), substantial progress was made with respect to innovative and pathfinding policies and programs. For example, the City and County of Sacramento established a Housing Trust fund development fee, one of the first in the State. The City and Redevelopment Agency also won awards for innovative affordable housing projects such as the Sequoia Residential Hotel, Riverview Plaza Senior Housing (a competitive HODAG grant project) and new types of affordable housing cooperatives such as the Mutual Housing which serves low and very low income persons. Despite these aggressive efforts supported by State and federal initiatives, the City fell short in meeting numeric goals in some areas.

With respect to total housing production, 21,000 units were built in the City of Sacramento during the period of 1983 to 1989. This falls short of the goal of 26,250 units set for the period beginning in 1983. To accomplish this goal over the eight year period, an average annual housing production of 3,281 units would have needed to occur.

Rental Affordability

During the period from 1985 to 1989, nearly 40% of the new units (approximately 8,000 units) were multi-family units (5 units or more), many of which were privately developed without subsidy. Approximately 80% of these units were affordable to low income households and 20% of the units are affordable to moderate income households based on. Table 2-3, which provides information on rent levels of selected multi-family apartment complexes constructed after 1985 within the City of Sacramento. The table shows that rent for newly constructed apartment complexes range from $417 to $950 for a one-bedroom apartment and $525 to $1,150 for a 2-bedroom apartment.

In comparing rent levels of these newly constructed apartment units with income levels and maximum housing payment for households of different household sizes (Table 2-3) it appears that new multi-family projects constructed at densities of R2A and greater, provide adequate opportunities for housing affordable to lower income households. For example, Table 2-3 indicates

that a low income single household should spend a maximum amount of $726 for housing. A low income household size of two is considered overpaying for housing if their housing cost exceeds $830. Most of the previously constructed multi-family complexes surveyed currently offer one bedroom units at rents below $700.

Previously constructed multi-family projects do not provide housing that is affordable to very low income households. For example, the maximum rent for a very low income single household is $454. For a very low income household of two, rent should not exceed $519. The federally funded Section 8 Vouchers and Certificates program, however, does provide rental assistance to qualified very low income tenants. A very low income tenant can utilize the certificate or voucher to pay for rental housing in privately owned properties. Under this certificate program, a tenant pays 30 percent of his/her income towards rent, and the Section 8 program pays the difference between the tenant's contribution and the ceiling rent (Fair Market Rent).

TABLE 2-3
Rent Levels of Selected Newly Constructed Multi-Family Projects in the City of Sacramento
(1985-1988)

Project Name	# of Units Constructed	Year of Construction	Zoning	One Bedroom	Two Bedroom	Three Bedroom
Aspen Park 5152 Mack Rd	280	1985	R2B	$459	$545	n/a
Calvine Estates 7140 Calvine Rd	54	1985	R3R	n/a	$575	n/a
Cedar Ridge 4945 Mack Rd	274	1985	R3	$420	$550	n/a
Delta Pointe 1560 Waterwheel Dr	268	1985	R2A	$765	$880	$1,010
Delta Ridge 2450 Seamist Dr	216	1985	R3R	$569	$629	n/a
Hidden Lake 7551 Greenhaven Dr	272	1985	R1A	$690	$790	$755
J Street 2001 J St	18	1985	C2	$425	$525	n/a
Parkway Village 7826 Center Parkway	332	1985	R2BR	$465	$525	$705
Rush River 7556 Rush River Dr	134	1985	R2BR	$700	$750	n/a
Harbor Oaks 2227 River Plaza Dr	250	1986	R1A	$812	$972	n/a

TABLE 2-3 Rent Levels of Selected Newly Constructed Multi-Family Projects in the City of Sacramento (1985-1988)						
Project Name	# of Units Constructed	Year of Construction	Zoning	One Bedroom	Two Bedroom	Three Bedroom
Park City 3310 Winter Park Dr	384	1986	R2A	$585	$615	$760
River Pointe 2361 Oak Harbor Dr	714	1986	R2BU	$680	$760	n/a
Riverglen Apartments 3271 Azevado Dr	168	1986	R2BR	$555	$610	n/a
Stonecreek 2465 Stonecreek Dr	368	1986	R2B	$595	$680	n/a
Woodbridge 2028 San Juan Rd	301	1986	R2B	$575	$620	n/a
Avondale 7134 Gloria Dr	76	1987	R2BR	$650	$650	n/a
California Place 6633 Valley Hi Dr	211	1987	R3	$395	$500	n/a
Pheasant Pointe 2660 Stonecreek Dr	215	1987	R2B	$620	$670	n/a
River Terrace 2592 Mill Creek Dr	347	1987	R2BU	$595	$615	n/a
Riverview Ranch 2763 River Plaza Dr	262	1987	R3	$710	$795	$925
Park Promenade 7459 Rush River Dr	193	1988	R1A	$660	$710	n/a
Shore Park at Riverlake 7952 Pocket Rd	393	1988	R2BR	$705	$825	$995
Total	5730					
Average	260			$574	$672	$858

Source: SACOG. 1999 Population and Housing Report.

This level of multi-family production represents significant progress in adding affordable housing supply and housing choice. An assessment of housing accomplishments by affordability is shown in Table 2-4.

Table 2-4
1985 THROUGH 1989 RHAP GOALS FOR THE CITY OF SACRAMENTO

INCOME	1989 RHAP GOAL	VERIFIED ASSISTED UNITS	ESTIMATED MARKET RATE UNITS*	TOTAL
Very Low Income	4,684	514	-0-	514
Low Income	4,916	918	5120	6038
Moderate Income	6,443	935	5280	6215
Above Moderate	10,207	-0-	8536	8536
TOTAL	26,250	2,367	18,936	21,303

* **NOTE:** Of the 8,000 new multi-family units brought on line between 1985 and 1989, it is estimated that 80% were affordable to low income households and another 20% were affordable to moderate income householders. Despite these positive market conditions, market rents for both existing and new housing tend to exceed affordability guidelines for very low income households unless public subsidy is available. Therefore, only verified publicly assisted units are attributed towards performance for the very low income level. Not included in this, are Section 8 certificate or voucher holders who may be housed in new units through these rent subsidy programs. The balance of new housing production is assumed to benefit above moderate income householders.

Overall, the City fell short in meeting the total production goal of 26,250 units. The City did, however, achieve 80% of this goal by constructing 21,303 units during the period. By reviewing Table 2-4 it can be seen that the City of Sacramento made reasonable progress towards housing goals with the exception of the very low income housing production goals. In this area, the City fell short of the goal despite the fact that 514 publicly assisted units were constructed during this period.

Interviews with both public and private sponsors of housing indicate varying reasons for not attaining goals overall and in the very low income category in particular. Private and public sponsors note that in the early to mid-1980's lending policies were highly favorable towards multi-family production including the benefits of the Multi-family Mortgage Revenue Bond program. During this period, the Sacramento Housing and Redevelopment Agency worked consistently with private developers in issuing bonds to support new multi-family housing through-out the City and County. In the City, the availability of substantial amounts of vacant multi-family zoned land in the South Natomas and South Sacramento areas assisted in achieving a high volume of production. Sponsors also note that changes to tax exempt financing regulations in the late 1980's, coupled with a change in market conditions, slowed this trend in multi-family production considerably. Similarly, from a public sponsor prospective, changing state and federal policy affected production levels. Most dramatic were the cutbacks in federal public housing production assistance which occurred during the 1980's -- a situation which continues today.

2.4 PREVIOUS HOUSING QUALITATIVE GOALS

Preservation, maintenance and construction of new housing affordable to all economic segments were the primary goals set forth in the previous element update. Specifically, those goals were the following:

- Maintenance and improvement of the existing housing stock
- Examination of the possibilities and implications of increasing the ratio of housing to jobs
- Meeting new housing needs for all income groups
- Provision of affordable housing for all income groups
- Provision of safe and attractive quality housing
- Provision of a mixture of housing types and styles throughout the city
- Prevention of housing discrimination and provision of accessibility and housing opportunities for special needs groups
- Assurance that regional housing needs are met in a timely, efficient and equitable manner
- Creation of new programs emphasizing the utilization of local resources to meet Sacramento's changing housing provision needs.

Various policies and programs met specific objectives within each goal. Time frames and numerical objectives accompanied certain goals and policies. Other policies were broad statements whose objectives were qualitative rather than quantitative.

2.5 COMPARISON OF OBJECTIVES WITH ACCOMPLISHMENTS

In the 1985 Housing Element Update, the City set quantified objectives for accomplishment over the 1985-1991 five-year period. Those objectives concerned the preservation of existing housing, including residential hotel and single room occupancy (SROs) rooms, and new housing construction.

The City met the objectives set for rehabilitation of existing housing stock (non-SRO units) and construction of new senior housing. Those units, however, were insufficient to meet the new housing needs of lower income residents. Furthermore, the City was unable to meet its objectives for the preservation of residential hotel units, often the last resort housing for very low income residents.

The following information is a partial summary of actual housing accomplishments since 1985. It is based on information provided by the Sacramento Housing and Redevelopment Agency (SHRA), Human Rights and Fair Housing Commission, and the Department of Planning and Development. The summary includes the projected time frame for achieving the objective, the local agency responsible for meeting those objectives and accomplishments.

- **GOAL: MAINTENANCE & IMPROVEMENT OF THE EXISTING HOUSING STOCK**

Objective 1: **Rehabilitation of 100 housing units**

Time frame: 1991
Lead Agency: SHRA
Accomplishments:

- Funding of Neighborhood Housing Services, a non-profit organization program, since 1986 for the revitalization and residential preservation of the Gardenland/Noralto, Oak Park and Fruitridge/Pocket neighborhoods.
- Rehabilitation of 682 single family homes since 1984.
- Authorization of 1613 emergency homes repairs for low income homeowners since 1984.
- Renovation of 674 private rental units under the Rental Rehabilitation Program.

Comments: The 1985 objective was clearly met and exceeded due in part to favorable public financing during this past planning period. Nonetheless, substantial effort is still required. For example, the 1988-1991 Housing Assistance Plan, SHRA inventoried 11,718 substandard housing units (approximately 8.5% of the City's housing stock).

Objective 2: **Retention and preservation of 1028 residential hotel rooms, and replacement of 40 SRO rooms that were either demolished or converted in the past].**

Time frame: 1991
Lead Agency: SHRA
Accomplishments:

- 1986: Rehabilitation of Sequoia Hotel (88 rooms) and YWCA (32 rooms). 1988: Ridgeway Hotel (53 rooms) and Midtown Motel (20 rooms). Total: 193 SRO rooms preserved.
- Appropriation by City Council of $7 million of 1990 tax allocation bond proceeds toward preservation and new construction of SRO housing supply.

Comments: Although substantial effort was pursued for this objective, a loss of 129 rooms occurred during the planning period. These included: the demolition of the Californian Hotel (112 rooms) as part of the Library Plaza project and the conversion of Ricci's (17 rooms) to luxury apartments. Overall, 193 units were rehabilitated resulting in more units rehabilitated than lost.

- **GOAL: PROVISION OF MIXTURE OF HOUSING TYPES AND STYLES TO ENCOURAGE ACCESSIBILITY AND CHOICE FOR ALL INCOME AND NEED GROUPS.**

Objective 1: **Construction of a minimum 20,000 housing units, with a minimum of 10,000 units affordable to low income households.**

Time frame: 1991
Lead Agency: SHRA and the City
Accomplishments:

- 21,303 new housing units (106% of stated housing objective) were constructed between January 1983 and December 1989

- 2,329 new lower income housing units (approximately 24% of the 10,000 lower income unit objective) were built between January 1985 and September 1990.

Comments: The City surpassed the 20,000 new housing unit local objective, but fell short of the regional objective of 26,250 units. Federal and State funding cutbacks resulted in lower than anticipated housing production for low and very low income households. Also, new local financing initiatives (such as the City's Housing Trust Fund) had not been fully implemented due to litigation and voluntary programs (such as density bonus programs) had not been utilized by the building industry.

- **GOAL: PREVENTION OF HOUSING DISCRIMINATION, AND PROVISION OF ACCESSIBILITY AND HOUSING OPPORTUNITIES FOR SPECIAL NEEDS GROUPS, SUCH AS THE ELDERLY, DISABLED, LARGE FAMILIES, FEMALE HEADED HOUSEHOLDS, LOW INCOME SINGLE PERSONS, AND PERSONS AND FAMILIES IN NEED OF EMERGENCY SHELTER.**

Objective 1: **Construction of 300 new senior housing units in the northeast Downtown neighborhood and an additional 200 senior housing units throughout the city. Total: 500 new housing units for senior citizens.**

Time frame: 1991
Lead Agency: SHRA
Accomplishments:

- Construction of Riverview Plaza, 124 units, 100% low income, in the downtown area.

- Construction of Woodhaven Senior housing in North Sacramento, 104 units, 100% very low income.

- Total: 228 new housing units affordable to low income seniors were built, achieving 46% of the 1985 five-year objective. However, privately developed senior housing projects exceeded the overall goal. In 1989, 4,006 senior housing units existed in the entire city.

Comments: The City exceeded the senior housing goal. As a general note, the objective was too specific in terms of the geographic area. Given its overall accessibility to services and public transit, the Downtown area in general would be a more appropriate target area. It is also important to note that during the late 1980's aggressive production of senior units lead to a temporary over-supply of senior housing in the local area, making lease up difficult.

Objective 2: Provision of one emergency shelter for families and four emergency shelters for single people, in conjunction with County.

Time frame: 1991
Lead Agency: City/County/SHRA
Accomplishments:

- Single-person shelters: Six single-person shelters are located in the City for a total of 336 beds. One single-person shelter located in the County has 24 beds.

- Family shelters: Three family shelters (119 beds total) are available to City and County residents.

- Other emergency shelters serving clients with special needs: Sixty beds exist at a shelter for people under the influence of alcohol. Seventeen beds are at a shelter for the mentally ill.

- The twelve emergency shelters listed above house a total of 556 homeless individuals and families in the City and County.

- Winter overflow: Approximately 400 additional beds are available at emergency shelters in the City and County of Sacramento during the winter. In addition, 1550 motel vouchers for families with children are provided during months of inclement weather.

- Transitional housing: Four transitional housing programs with scattered sites throughout the City and County can accommodate 172 homeless persons.

Comments: The City, in conjunction with the County, clearly surpassed its earlier objective to provide emergency shelters. Sacramento County is in the process of implementing an even more comprehensive emergency shelter program that will coordinate the provision of food, health care, counseling and job training services. The Sacramento Consolidated Plan for Federal Housing and Community Development funds notes for example that, while emergency and transitional shelter programs have been produced, the area is now in need of funding for these supportive services.

2.6 SUMMARY OF PROGRESS

Overall, the City of Sacramento has served as a leader in the development and provision of a variety of housing initiatives. While the City fell short of the numeric goals, this can not be attributed to a lack of effort. Rather, the City has attempted to respond whenever feasible to impediments to housing production. For example, when State and Federal resources for affordable housing were substantially reduced in the 1980's the City aggressively pursued development of the local Housing Trust fund. Similarly, the City, SHRA and local non-profit sponsors have aggressively pursued other housing initiatives including infill housing, mortgage revenue bonds, mortgage credit certificates, co-housing and mutual housing, self-help housing, emergency shelter funding and many others.

Still, many challenges face the City in the 1990's in their efforts to provide adequate choice of housing for all persons in the City. First, is the previous housing recession which has resulted in

a general slow down in the production of new housing of all types. Secondly, the City is a developed major metropolitan area. Very large vacant parcels (20 acres or more) of land with services with the exception of North Natomas, have in general, already been developed. As such, the City must pursue new means of housing within a developed urban context. Strengthening the City's infill housing ordinance, pursuing new opportunities for mixed use, and redevelopment and re-use of older developed areas.

More importantly, in a local and regional context, the housing policies must also support balanced and sustainable neighborhoods. The City does have a large supply of housing. However, many neighborhoods have aging housing and face decline. Rehabilitation of existing units, and providing economic diversity within neighborhoods is a priority local objective. For Sacramento, economic diversity means not only including a fair share distribution of affordable housing through-out the City, but also planning for and encouraging "step-up" housing and revitalization programs for some of our more depressed or fragile neighborhoods. Finally, a challenge of the 1990's is to foster community dialog, understanding and consensus regarding affordable housing. Residents and public officials alike are now searching for new approaches to both the housing products and processes so that new housing is affordable, well designed, economically balanced and supportive of the neighborhood.

3. HOUSING NEEDS ASSESSMENT

3.0 PURPOSE

Changes in the composition of Sacramento's population, along with the area economy, affect local housing needs. This section provides information on those changes and describes population trends and existing and future housing needs.

3.1 POPULATION AND HOUSEHOLD CHARACTERISTICS

Population and Household Growth Rates

According to the 1990 U. S. Census, Sacramento's population was 369,365. As shown in Table 3-1, between 1970 and 1998 the City experienced a 51% change in population. The County has seen a more dramatic percentage change of 82.8%. The City's share of the total county population has also decreased since 1970. Sacramento's share of the state population has remained relatively constant (at 1.2-1.3% of the total), while the County's share has increase slightly over time. Since the 1990 Census to January 1998, the City's population is estimated to have grown to 392,531, while the County's population has grown to 1,159,800 (Source: SACOG Population Module).

Table 3-1
POPULATION CHANGE 1970-1998

YEAR	CITY OF SACRAMENTO	SACRAMENTO COUNTY	CALIFORNIA
1970	257,105	634,373	20,038,164
1980	275,741	783,381	23,775,360
1990	369,365	1,041,218	29,760,021
1998	392,531	1,159,800	33,251,809
Percent Change 1970 to 1998	50.7%	82.8%	65.9%

Source: SACOG, Department of Finance Data Center.

As shown in Table 3-2, the number of households in Sacramento increased from 91,697 in 1970 to 157,433 in 1998 or a 71.7% percentage change. Given that the City's population increased 50.7% in the same period, this indicates an accelerated household formation rate relative to population. The County experienced a similar increase in household formation rate. Since 1970, both jurisdictions, have seen an increase in new, smaller households as a result of demographic changes such as the "baby boom" generation forming households and an increasing single parent households.

Table 3-2
HOUSEHOLD CHANGE 1970-1998

YEAR	NUMBER OF HOUSEHOLDS	
	CITY OF SACRAMENTO	SACRAMENTO COUNTY
1970	91,697	202,953
1980	112,859	299,805
1990	144,661	394,530
1998	157,433	456,909
Percent Change Since 1970	71.7%	125.1%

Source: State Department of Finance Census Data Center.

Group Quarters Population

The City's group quarters population, composed of individuals residing in school dormitories, correctional institutions, rooming houses, military bases and convalescent homes, increased by 1,948 or 31.5% from 1980 to 1990. Although relatively small in number, this population is significant. The group quarters' population represents residents with special needs, both for housing and support services.

According to the Department of Finance, this figure has decreased from 8,209 individuals in 1990 to 7,867 individuals in 1998. The County's group quarter population has increased from 14,707 to 22,144 in 1980-1990, and to 22,789 in 1998.

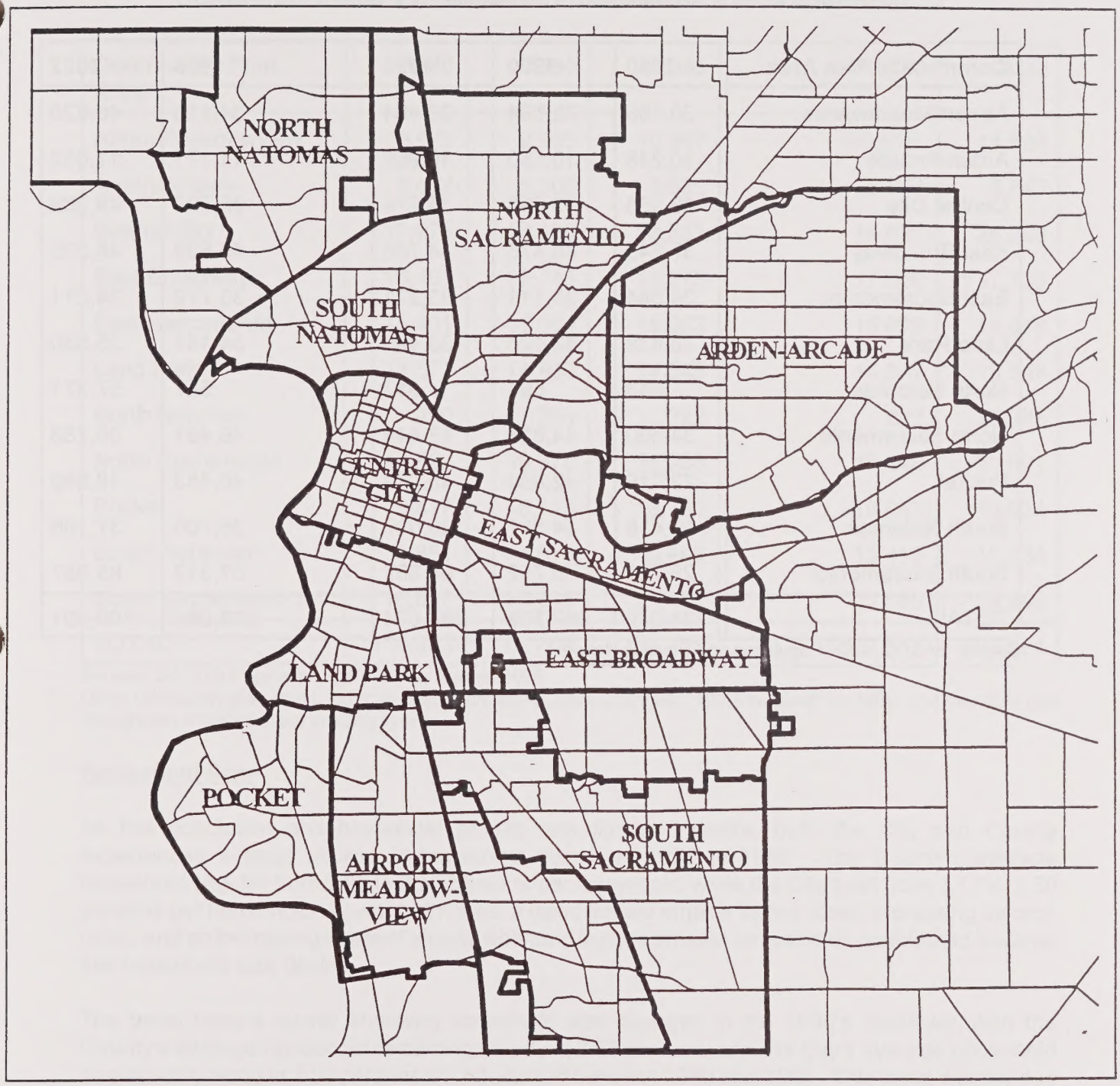
Population by Community Plan Areas

Tables 3-3 and 3-4 provide a breakdowns of the City's existing and future population and housing data by Community Plan Areas. These areas are shown on Map 3-1.

South Natomas, the Pocket, South Sacramento and North Sacramento had the highest population growth rate from 1980 to 1998. As might be expected, dwelling unit growth correlated very closely with population growth. These same areas also led in population growth and ranked among the highest in vacant land planned for residential use in the last update.

North Natomas, the area with the most vacant and zoned residential land, remains largely undeveloped.

City of Sacramento Community Plan Areas



Neighborhoods, Planning & Development Services Dept.

Geographic Information System

City Boundary

Community Plan Area Boundary

Minor Traffic Zone Boundary

1 0 1 2 3 Miles

N W E S

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Table 3-3
POPULATION BY COMMUNITY PLAN AREA - 1980- 2022 PERIOD

Community Plan Area	1980	1990	1995	1998	2022
Airport/Meadowview	30,486	32,684	33,484	34,118	46,928
Arden/Arcade	10,248	10,680	10,966	11,171	11,652
Central City	28,956	33,090	33,274	33,799	49,369
East Broadway	37,845	45,476	44,780	45,539	46,335
East Sacramento	34,644	33,111	33,221	33,772	34,211
Land Park	33,839	33,128	33,495	34,141	35,530
North Natomas	643	594	542	557	57,371
North Sacramento	34,560	44,823	48,449	49,491	56,786
Pocket	23,716	42,884	45,079	46,453	48,566
South Natomas	10,418	34,587	36,097	36,706	37,166
South Sacramento	28,721	56,752	64,687	67,313	85,987
TOTAL	274,076	367,706	384,074	393,060	509,901

Source: SACOG. 1999 Population and Housing Report.

Table 3-4
HOUSING UNITS BY COMMUNITY PLAN AREA - 1980- 2022 PERIOD

Community Plan Area	1980	1990	1995	1998	2022
Airport/Meadowview	9,670	9,956	10,397	10,410	14,566
Arden/Arcade	5,062	5,508	5,531	5,534	5,547
Central City	17,975	18,465	18,527	18,627	26,283
East Broadway	16,401	17,746	17,373	17,360	17,733
East Sacramento	15,401	15,604	15,603	15,629	15,678
Land Park	14,577	14,809	14,845	14,867	15,348
North Natomas	290	295	292	292	23,985
North Sacramento	14,532	16,578	17,788	17,848	21,001
Pocket	9,477	18,119	18,785	19,047	19,924
South Natomas	3,851	14,876	15,443	15,418	15,534
South Sacramento	10,817	20,648	21,171	22,585	29,485
TOTAL	118,053	152,604	155,755	157,617	205,084

Source: SACOG Population and Housing Report, 1999.
Other community plan areas, such as East Sacramento, were at or near "100% buildout" by 1980, and therefore had little growth potential in the ensuing years.

Household Size

As the population and household growth rate figures indicate, both the City and County experienced a large decline in household size from 1970 to 1980. The County's average household size fell from 3.08 to 2.58 persons per household, while the City's fell from 2.77 to 2.39 persons per household. Lower birth rates, a trend toward smaller family sizes, increasing divorce rates, and an increasing share of elderly who tend to have smaller households contributed towards this household size decline.

The trend toward rapidly shrinking household size changed in the 1980's, however, with the County's average household remaining steady at 2.58 persons, and the City's average household size actually rising to 2.50 persons per household between 1980 and 1990. This trend is partly due to recession related factors, such as young people living at home longer or moving back in with their parents, and shared housing for affordability, and new cultural populations with larger extended families. The trend appears to be continuing: figures from the Department of Finance estimate that the City's household size has increased to 2.54 persons in 1998, while the County's has increased to 2.62 persons in 1998. Given the economy and Sacramento's rising immigrant population with larger households, this trend of increasing household size is expected to continue over the next several years.

Age/Sex Distribution

According to the 1990 Census, the City of Sacramento's population is comprised of 48% males and 52% females. The median age in 1990 was 31.8 years. Table 3-5 gives population by age interval based on the 1980 and 1990 Census.

Table 3-5
AGE DISTRIBUTION 1980-1990 (EST.)

Age Interval (Years)	1980 Number	% of Total Population	1990 Number	%of Total Population
0-9	36,007	13.0	59,317	16.1
10-19	41,514	15.1	47,462	12.8
20-29	53,774	19.5	64,895	17.6
30-39	37,078	13.4	67,248	18.2
40-49	25,922	9.4	43,589	11.8
50-59	30,074	10.7	28,346	7.7
60-64	13,888	5.0	13,889	3.8
65+	37,484	13.6	44,619	12.0

Sources: 1980 Census, 1990 Census.

As a percentage of total population, the City's senior population has declined slightly since 1980. In 1990, 44,619 or 12% of the City's residents are 65 years old or over compared to 37,484, or 14%, in 1980. At the same time, the number of children (0-9 years of age) has increased from 36,007 or 13.0% of the population in 1980, to 59,317 or 16.1% as of the 1990 Census.

Race/Ethnicity

The City of Sacramento is increasingly diverse and multi-cultural. Since 1980, the percentage of Asian persons has increased approximately 7% from 8.2% of the population to over 15%. Similarly, the proportion of the City of Sacramento's population who are Black and those who are Hispanic, both increased approximately 2% since 1980.

Compared to the County, the City is significantly more diverse. Forty percent (40%) of the City's population is non-white compared to the County which has only a 16.6% non-white population. Similarly, the City has a significantly higher proportion of persons of Hispanic decent. Table 3-6 summarizes the 1990 Census results for the City and County.

Table 3-6
1990 CITY AND COUNTY COMPARISON OF RACE AND ETHNICITY

Race/ Ethnicity	City of Sacramento	Percent of City Total	Unincorporated County	Percent of Unincorp. County Total	County Total
White	221,963	60.1%	560,363	83.4%	783,326
Black or African American	56,521	15.3%	40,608	6.0%	97,129
American Indian, Alaskan	4,561	1.2%	7,507	1.12	12,068
Asian	55,426	15.0%	40,918	6.1%	93,344
Other	30,894	8.4%	22,458	3.3%	53,352
Total	369,365	100.0%	671,854	100.0%	1,041,219
Persons of Hispanic Decent	60,007	16.2%	61,537	9.2%	121,544

Source: 1980,1990 Census. The Hispanic category includes all races. The other races and ethnicities do not include Hispanics.

3.2 INCOME CHARACTERISTICS

The 1999 Sacramento Area median income figure, as determined by the U.S. Department of Housing and Urban Development (HUD), is $51,900. Median income is adjusted for family size, and the median for a four-member household is considered the area median.

The income categories used by HUD, and other housing agencies, are as follows:

- Very Low Income — Less than 50% of median
- Low Income — 51%-80% of median
- Moderate Income — 81%-120% of median
- Above Moderate Income — More than 120% of median

As mentioned earlier, the median income is adjusted for household size by HUD. These adjusted figures, calculated for Low income categories, are listed in Table 3-7 and will be used for future calculations of affordability.

Table 3-7
1999 HUD INCOME LIMITS FOR HOUSING PROGRAMS

FAMILY SIZE	LOW INCOME
1	$29,050
2	$33,200
3	$37,350
4	$41,500
5	$44,850
6	$48,150
7	$51,500
8	$54,800

Source: U.S. Department of Housing and Urban Development

The Sacramento Consolidated Housing Assistance Plan prepared for by the Sacramento Housing and Redevelopment Agency estimates that 46.0% of the City's households are estimated to be in the low and very low income categories based on the 1990 Census. The table below shows the number and percent of households by income group estimated by HUD based on the 1990 Census.

Table 3-8
SACRAMENTO CITY AND COUNTY ESTIMATED NUMBER OF HOUSEHOLDS BY INCOME LEVEL

	City Households	Percent	County Households	Percent
Very Low Income (50% and Below)	41,348	28.6%	87,515	22.1%
Low Income (51% to 80%)	25,466	17.6%	66,771	16.9%
Moderate Income (81% to 95%)	11,960	8.3%	34,435	8.7%
Above Moderate	65,887	45.5%	206,436	52.3%
Total	144,661	100.0%	395,157	100.0%

Source: U.S. Department of Housing and Urban Development, Office of Community Planning CHAS HUD form 400090-A.

In 1989, the Sacramento Area Council of Government (SACOG) Housing Needs Allocation estimated 45.5% of the city's total households were low and very low income. SACOG's household projection for 1996, however, devotes 44.1% of the total allocation to low and very low income household categories. That indicates that the percentage of the City's total households which fall in the low and very low income categories will decrease. It can also be concluded that, although the City's low income population will increase in absolute terms, the low income share of the population is projected to remain fairly stable in the near future.

3.3 EMPLOYMENT TRENDS

The Sacramento Consolidated Metropolitan Statistical Area (CMSA) which is comprised of Sacramento, El Dorado, Placer and Yolo Counties is home to over 50,000 employers and almost 800,000 workers. Total employment in the region has steadily grown from 730,800 in 1990 to 793,600 in 1998. During this same time, the unemployment rate in has fallen from a high of 8.2 percent in 1993 to 4.9 percent in 1998, while the overall state unemployment rate is still 6.0 percent.

The Sacramento Region has continued to add new jobs since the recession of the early 1990's when the region actually lost 11,700 jobs in 1992. The region has created over 18,000 jobs annually since 1994.

The services sector has grown by 23 percent during the past five years and actually became the region's largest employer in 1997, overtaking the government sector. The services industry now employs over 27 percent of the region's workers. Absolute growth in the government sector has continued very slowly in spite of closure of the Sacramento Army Depot, Mather Air Force Base, and the impending closure of McClellan Air Force Base. This is primarily a result of new population growth requiring new schools and a mandated reduction in the size of classes which has resulted in the hiring of new teachers.

The last five years has seen the rise of the Sacramento manufacturing sector, anchored by computers and electronics manufacturing. This sector alone has added over 7,000 jobs since 1994 while the manufacturing sector continues to grow, albeit slowly.

The construction sector has grown almost 36 percent since 1994 and wholesale and retail trade has grown over 11 percent.

Sacramento has also seen a growth in call centers and back off operations, due to Sacramento's seismic stability, diverse population, and affordable labor. Sacramento County is expected to experience strong employment growth between 1995 and 2002 as the Sacramento Region's economy continues to improve and diversify. The total number of jobs during the seven-year period is expected to increase by 82,000 jobs, an increase of 17.1 percent. Employment gains are anticipated across all major industries with the services industry adding the largest number of jobs. The manufacturing and construction industries are anticipated to experience the fastest rates of expansion at 49.3 percent and 29.9 percent respectively.

The services sector will grow by approximately 24,900 jobs. The largest gains are expected to occur in business and health services sectors. Business services employment will expand as a result of growth in personnel supply and temporary help services, and increased demand for computer programming, data processing and computer related services. Health services will also provide a substantial amount of jobs, as the county continues to serve as the regional health care center for an expanding and aging population. Other components of the services industry that will contribute substantial job gains include engineering, accounting, research and management services.

Of all the major industries, the manufacturing industry is expected to experience the fastest rate of growth at 49.3 percent, an increase of 14,700 jobs. Most of the manufacturing jobs will be in the

high technology segments of electronics, semi-conductors, computers and communications equipment, followed by gains in transportation equipment, medical equipment and other durable and nondurable goods produced.

The retail trade industry is expected to produce 12,700 jobs during the projection period as a result of population growth and overall job creation in other industries. Eating and drinking establishments, food and drug stores, and expansion of big box retailers are anticipated to expand more rapidly in fast-growing communities in the northern, southern, and eastern areas of Sacramento County.

According to the State Employment Development Department, Labor Market Information Division, there will be a 80,600 job openings in Sacramento County between 1995 and 2002. This includes new jobs created and jobs resulting from people moving, retiring, etc.

Table 3-9 (Occupations with the Most Job Openings) identifies the top 26 occupations for job openings. Occupations with the greatest number of job openings include retail salespersons (6,850), cashiers (6,800), general managers (4,390), waiters and waitresses (3,610), computer engineers (2,120) registered nurses (2,010) and elementary teachers (1,940). These job openings are reflective of the growing sectors of the Sacramento regional economy such as retail trade, business services, high tech, health care and education.

Within the top 10 occupations, median annual salaries range from a low of $11,107 for waiters and waitresses up to $57,116 for computer engineers. Meanwhile, the two occupations with the greatest projected job openings, retail salespersons and cashiers, have median annual salaries of $15,212 and $13,395 respectively.

Ten of the top twenty-six occupations found in Table 3-9 have median annual salaries of less than $20,000. These low paying jobs generally require a minimum of education and are either found in the retail or service sectors. Three of the occupations pay between $20,000 and $25,000/year and eleven occupations pay more than $30,000/year. Those positions paying in excess of $30,000/year include managers and executives, teachers, financial managers, and occupations in the high tech fields such as computer engineers, electronics engineers and technicians, systems analysts and technical writers.

Table 3-10 identifies the occupations with the fastest growth. Ten of the top 20 in this list are in the fast-growing high tech sector. These occupations range from electronics assemblers paying a median annual salary of $15,600/year up to computer engineers with a median salary of $57,116/year. Eight out of ten of these occupation pay in excess of $30,000/year.

According to HUD, the 1999 median family income for the Sacramento Area is $51,400 and 50 percent of the median income is $25,700. Fifteen of the twenty-six occupations identified in the Table do not even pay 50 percent of the region's median family income of $25,700/year or $12.35/hour. Conversely, thirteen of the fastest growing occupations (Table 3-10b) pay more than $12.35. Four occupations do not pay $12.35/hour and three occupations do not have available wage data, although two occupations are in the engineering fields, which generally pay over $25/hour or $52,000/year.

Table 3-9
OCCUPATIONS WITH THE MOST OPENINGS

SACRAMENTO COUNTY 1995-2002			
Occupation	Job Openings	Median Wage	Median Salary
Salespersons, Retail	6,850	7.27	$15,122
Cashiers	6,800	6.44	$13,395
General Office Clerks	4,410	9.26	$19,261
General Managers, Top Executives	4,390	26.04	$54,163
Waiters & Waitresses	3,610	5.34	$11,107
Secretaries, General	2,509	11.39	$23,691
Computer Engineers	2,120	27.46	$47,117
Systems Analysts - E.C. Data Proc.	2,060	NA	NA
Registered Nurses	2,010	20.82	$43,306
Receptionists, Info clerks	1,980	8.3	$17,264
Teachers-Elem School	1,940	17.33	$36,046
Counter Attendants - Food	1,910	7.04	$14,643
Janitors, Cleaners	1,890	7.58	$15,766
Main. Repairers, Gen'l Utility	1,630	10.78	$22,422
Financial Managers	1,570	24.67	$51,314
Accountants & Auditors	1,550	14.69	$30,555
Teachers-Secondary School	1,540	19.27	$40,082
Sales Reps, Non-Scientific	1,440	11.34	$23,587
Guards and Watch Guards	1,440	6.75	$14,040
Engineer, Math, & Nat Sci Mgrs	1,390	NA	NA
Elect, Electronic Engineering Tech	1,370	16.57	$34,466
Teacher Aides, Paraprofessional	1,320	8.83	$18,366
Hand Packers & Packages	1,280	6.88	$14,310
Bookkeeping, Accounting Clerks	1,270	12.04	$25,043
Assemb, Fabricators-Ex Mach.	1,250	8.32	$17,306
Elect. & Electronic Engineers	1,180	27.2	$56,576

Occupations with the Fastest Growth

Sacramento County 1995-2002						
Occupation	Annual Averages 1995	2002	Absolute Change	Percent Change	Median Wage	Median Salary
Computer Engineers	1,540	3,510	1,970	127.9%	$27.46	$47,117
Sales Engineers	290	590	300	103.4%	$18.67	$38,834
Ops. Sys Researchers-Ex Comp	280	550	270	96.4%	NA	NA
Indust Engineers-Except Safety	250	440	190	76.0%	NA	NA
Elect. Electronic Assemblers	250	440	190	76.0%	$7.50	$15,600
Elect, Electronic Engineering Tech	1530	2590	1,060	69.3%	$16.57	$34,644
Technical Writers	300	490	190	63.3%	$15.34	$31,907
Pharmacy Technicians	190	300	110	57.9%	$11.40	$23,712
Systms Analysts-Elec Data Pro	3160	4980	1,820	57.6%	$25.17	$52,354
Surgical Technicians	180	270	90	50.0%	$12.74	$26,499
Construction Managers	810	1180	370	45.7%	$26.84	$55,827
Assemb, Fabricators-Ex Mach	1950	2820	870	44.6%	$8.23	$17,306
Cabinetmakers & Carpenters	450	650	200	44.4%	$10.00	$20,800
Helpers-Brick, Steno, Mason	350	500	150	42.9%	NA	NA
Teachers-Special Education	1030	1470	440	42.7%	$20.89	$43,451
Pharmacists	450	640	190	42.2%	$31.69	$65,915
Industrial Production Managers	340	480	140	41.2%	$18.08	$37,606
Elect & Electronic Engineers	1980	2790	810	40.9%	$27.20	$56,576
Chemists, Except Biochemists	320	450	130	40.6%	$19.33	$40,206
Cost Estimators	850	1190	340	40.0%	$21.48	$44,678

Source: State of CA, Employment Development Dept., Labor Market Information Division

3.4 HOUSING INVENTORY CHARACTERISTICS

Housing Type and Tenure

As of the 1990 Census, 61.6% of existing housing units (93,035) were single family homes, (40,729) 36.3%(54,680) were multi-family homes and 2% (3,217) were mobile homes. This data indicates that housing type composition has remained constant since 1990 with the single-family share of existing housing was 62.2%, the multi-family share was 35.8%, and mobile homes constituted 2%.

The tenure split, as of the 1990 Census, was 51.3% owner-occupied and 48.7% renter-occupied units for the overall population. This compares to a 56.4% owner and 43.6% renter split at the time of the 1980 Census. This trend towards renting and away from ownership was caused largely by a decreasing level of housing "affordability". (This is defined later in this section). This pattern may reverse in the coming years if affordability continues to increase, as it has in the past several years. The County owner-occupied rate at the time of the 1990 Census was 56.6%.

As of the 1990 Census, the tenure split varied greatly between ethnic groups. 57.0% of Asian and 54.2% of white households were homeowners, while only 44.2% of Hispanic households and 38.5% of black households were owners.

From 1985 to 1990, the City added an average of 3,100 housing units per year. Based on housing units constructed and annexations between 1990 and 1998, 818 units were added yearly to the total supply.

The County had 417,574 units according to the 1990 Census (an increase of 30% over 1980) representing an additional 9,559 units per year. 333 units per year have been demolished in the County since 1986. The County (non-City portion) has a slightly different distribution of housing type which includes more single family units and less multi-family units. According to the 1990 Census, over 68% of the units in the County are single family units and 27% are multi-family units compared to the City which, in 1990, included 64.6% single family and 33% multi-family units.

A breakdown of the change in housing due to new units and annexations by year is shown in Table 3-11.

Table 3-11
HOUSING UNIT TYPE CHANGE (1985-1998)

Type of Structure	1985		1990		1998	
	Housing Units	% of Total	Housing Units	% of Total	Housing Units	% of Total
Single Family	87,664	64.6	93,035	61.6	97,938	62.2
2 - 4 Units	14,607	10.8	17,678	11.7	18,018	11.4
5 + Units	30,585	22.6	37,082	24.6	38,415	24.4
Mobile Homes	2,653	2.0	3,217	2.1	3,187	2.0
TOTAL	135,509	100.0	153,002.00	100.0	157,558	100.0

Source: 1990 Census for 1990 and SACOG Housing Module 1998.

Housing Supply

According to the 1990 Census, the City had a total of 151,012 dwelling units. This amounts to a 24% increase over the 1980 Census total of 123,256 units. As of January 1998, this number had further increased to 157,282, according to Department of Finance figures. A breakdown of the type of dwelling units, as of the 1990 Census, shows 93,035 single family units, 54,680 multi-family units, and 3,217 mobile homes and 1,512 miscellaneous other units . Table 3-12 identifies the additions to the housing stock by housing type. Of the 9377 units constructed since 1989, 69% were single family units, 25% were multi family units and 2% were mobile homes.

Table 3-12
NEW CONSTRUCTION BY HOUSING TYPE (1989-1997)

YEAR	SINGLE FAMILY	2-4 UNITS	5+ UNITS	MOBILE HOMES	TOTAL
1989	1,300	59	859	55	2,273
1990	1,820	34	332	0	2,187
1991	1,333	101	434	0	1,868
1992	880	94	124	69	1,167
1993	198	125	24	6	353
1994	251	8	280	0	539
1995	34	38	0	22	94
1996	359	34	0	0	393
1997	318	12	153	20	503
TOTAL	6,493	505	2,206	172	9,377

SOURCE: SACOG housing module,1990-1998 based on completions.

Distribution of Multi Family Housing

Table 3-12a further identifies the distribution of multi family housing and multi family assisted housing by Community Plan area. The Central City, Arden Arcade and South Natomas comminutes have the highest percentage of multifamily units in the City. The Central City has the highest percentage of multi-family assisted units (publicly financed) relative to the citywide average.

Table 3-12a
Multi-family Housing Distribution by Community Plan Area

Community Plan Area (CPA)	*Total Housing Units (SF & MF)*	*Total number Multi-family*	*Percent Multi-family*	*Multi-family Assisted** (MFA) and as a % of Multi-family*	*MFA units in the CPA as a % of MFA in the City*
Pocket	19,047	6,457	34%	290(4.5%)	2.3%
Arden-Arcade	5,534	2,773	50%	605(21.8%)	4.7%
E. Sacramento	15,629	4,641	30%	717(15.4%)	5.6%
South Natomas	15,418	7,086	46%	736(10.4%)	5.7%
Land Park	14,867	3,586	24%	843(23.5%)	6.6%
Airport - Meadowview	10,410	2,009	20%	1,151(54.8%)	*9.0%*
E. Broadway	17,360	3,831	22%	1,213(31%)	9.4%
HUD Addresses unverifiable*				1,313(N/A)	10.2%
South Sacramento	22,585	5,493	24%	1,373(25%)	10.7%
North Sacramento	17,848	4,636	26%	1,593(34.4%)	12.4%
Central City	18,627	15,682	84%	3,207(20.5%)	25.0%
Not Located (North Natomas)	292				
Total Citywide	157,617	56,114	35.60%	12,841(22.9)	22.88%

* The Sacramento Housing and Redevelopment Agency was unable to confirm the location of some addresses reported by the Department of Housing and Urban Development.
** "Assisted" includes privately owned housing with project-based rental subsidies, public housing, and affordable tax credit developments.
Source: Sacramento Housing and Redevelopment Agency, 1999.

Factors Reducing Housing Supply (Demolitions and Conversions)

An average of approximately 75 dwelling units per year have been demolished in the City since 1990 primarily due to more rigorous code enforcement to alleviate dangerous building conditions. This has reduced the housing supply by 600 units since 1990 although many of the units were unoccupied and in uninhabitable condition.

Age of Housing

The age of housing is an indication of housing stock condition in an area. The latest data available on the age of housing stock is the 1990 Census (see Table 3-13). Even though the growth rate in the City has continued, approximately 58.9% of homes in 1990 were over 20 years old compared to 56% in 1980. The median aged home in 1980 was built in the late 1950s. In 1990, the median aged home was built in the early to mid 1960s. The aging of the City's housing stock increases the importance of housing rehabilitation programs in meeting housing needs.

Table 3-13
AGE OF HOUSING STOCK (1980-1990)

YEARS BUILT	1980		1990	
	NUMBER OF UNITS	% OF TOTAL	NUMBER OF UNITS	% OF TOTAL
1980-1990	-	-	36,398	23.7
1970-1980	28,829	23.4	26,688	17.4
1960-1970	25,240	20.5	23,711	15.5
1950-1960	26,557	21.5	25,734	16.8
1949-BEFORE	42,630	34.6	40,831	26.6

Source: 1980 Census, 1990 Census

Condition of Housing

One of the major components in the provision of adequate housing is the rehabilitation of existing units. As the cost of new construction increases and as Sacramento's housing stock continues to age, rehabilitation becomes an increasingly important component. In the 1998 Consolidated Plan, the Sacramento Housing and Redevelopment Agency (SHRA) estimated that 18,097 units were substandard. This represented 11.8% of the city's housing stock. The SHRA designated 17,192 of these units suitable for rehabilitation and 905 units not feasible to rehabilitate. SHRA estimated that 95% are economically feasible to rehabilitate. The survey defined substandard as a structure which contains one or more major building violations which threaten the health and safety of residents, or a series of minor deficiencies which could result in major structural problems. Substandard and suitable for rehabilitation was defined as a substandard unit for which the replacement cost exceeds the rehabilitation cost.

SHRA also conducted a separate windshield survey in July 1993 to assess the housing condition of certain neighborhoods and census tracts eligible for Community Development Block Grant funding. The survey results (summarized in Table 13a) identify the general condition of the housing stock for each neighborhood.

Table 3-13a
City of Sacramento
1993 Neighborhood Housing Condition Survey

Neighborhood	Median Yr. Structures Built	Overall Conditions	% Minor Rehab	% Moderate Rehab	% Extensive Rehab	% Dilapidated
Alkali Flat	1939	fair	0%	56%	44%	0%
Avondale/ Glen Elder	1965	good	47%	42%	10%	1%
Ben Ali	1962	fair	10%	80%	10%	0%
City Farms/ Executive Airport Area	1952	good	52%	40%	8%	0%
Del Paso Heights	1966	fair	10%	52%	30%	2%
East Del Paso Heights	1954	good	85%	10%	5%	0%
Franklin Villa /Parkway	1971	good	73%	25%	2%	0%
Freeport Manor/Pocket Area	1955	good	0%	0%	0%	0%
Gardenland/ Garden Highway	1966	fair	45%	35%	25%	0%
Hagginwood	1954	fair	25%	50%	25%	0%
Meadowview	1965	fair	12%	84%	4%	0%
Medical Center/ Colonial Park /Tahoe Park	1950	fair	44%	50%	6%	0%
Midtown/ Southside	1946	fair	12%	80%	8%	0%
Noralto	1952	fair	25%	67%	8%	0%
North Avondale/ Fruitridge Manor	1953	fair	30%	68%	2%	0%
North Sacramento	1950	fair	1%	66%	31%	0%
Oak Park	1947	fair	9%	51%	37%	2%
Strawberry Manor	1966	fair	25%	55%	15%	5%
Washington Park/ Mansion Flats	1939	fair	0%	89%	11%	0%
Woodbine	1963	fair	38%	53%	9%	0%

Source: 1993 Windshield Survey, SHRA

Overcrowding

An overcrowded household is defined as a household which lives in a dwelling unit with an average of more than 1.0 persons per room, not including bathrooms. As of the 1980 Census, there were 4,571 such households, representing slightly more than 4% of total households. As of the time of the 1990 Census, there were 3,337 owner-occupied households and 8,998 renter households which could be classified as overcrowded. The total of 12,335 overcrowded households represented 8.5% of the City's total households. Overcrowding is caused by two major problems: the unavailability and unaffordability of appropriately sized units, particularly for large families. Since 1980, there have been few three-bedroom or larger rental units constructed, and, as has been discussed, the affordability of purchasing homes has declined remarkably. It can be intuitively concluded, therefore, that the trend would be toward more overcrowding due to households living in under sized units, or sharing units with previously separate households, in order to meet expenses.

3.5 HOUSING AFFORDABILITY

Housing Costs

Like California in general and major portions of the United States, prices for single family homes in the Sacramento area experienced dramatic increases from 1985 through 1990. This trend was even more pronounced in the 1988-1990 two-year period. From 1985 to 1990, median home prices increased 74% from $80,250 to $139,950. From 1988 to 1990, prices soared 45% or $43,700. In the year 1990 alone, median prices jumped $26,950 or 24%. (See Table 3-14). Part of the reason for the marked increase in home prices during the 1988-1991 period was that speculators (or just individuals relocating) from the Bay Area and Los Angeles were utilizing large equity gains from housing inflation in those areas to purchase Sacramento homes at prices higher than local buyers could afford.

Since 1990, the housing market has dipped and then recovered. For example, from 1990 to 1998, median home prices dropped 10.7% from $139,950 to $125,000.

Table 3-14
MEDIAN HOME PRICES IN SACRAMENTO COUNTY

Year	Month	Price ($)	% Change - Previous Year
1998	Fourth Quarter	$125,000	4.0
1997	Fourth Quarter	$120,140	4.0
1996	September	115,500	{5.0}
1995	September	121,000	{2.54}
1994	September	118,000	{5.60}
1993	September	125,000	{5.30}
1992	September	132,000	{2.73}
1991	September	135,700	{3.0}
1990	September	139,950	23.85
1989	September	113,000	17.4
1988	September	96,250	5.2
1987	September	91,500	7.6
1986	September	85,000	5.9
1985	September	80,250	1.9

Source: Sacramento Association of Realtors

It is important to note that the above median prices are for the County of Sacramento which tends to have higher home values than the City. For example, the median home value of owner occupied units at the time of the 1990 Census for the County was $132,600 compared to the median home value reported in the City of $120,700.

Rental Rates

Apartment rental rates moved steadily upward from 1986 to 1991, before falling again in 1992. According to Coldwell Bankers' surveys, the "average" rent for studios and one, two and three bedroom apartments in the Sacramento area increased from $419/month in 1986 to $524/month in 1992, amounting to a 25.0% increase. (The 1990 Census indicated that the median rent in the City of Sacramento was $495/month). Since 1990, the rate peaked at $533/month in the fourth quarter of 1991. The rental market is now (1998) higher than 1992 (See Table 3-15). Additionally, the Sacramento housing market has a large inventory of single family homes for rent. The large inventory of single family for rent homes coupled with other investment properties has resulted in relatively stable rent prices.

Table 3-15
RENTAL RATES BY NUMBER OF BEDROOMS

SACRAMENTO METROPOLITAN AREA 1983, 1986, 1990, 1992, 1995, 1997, 1998							
Unit Type	**1983**	**1986**	**1990**	**1992**	**1995**	**1997**	**1998**
Studio	$190-225	335	395	417	409	441	460
1 Bedroom	225-315	379	442	473	479	483	499
2 Bedroom	300-360	425	500	530	511	456	574
3 Bedroom	400+	539	635	676	797	740	775
"Average"*	300	419	493	524	549	604	618

Source: 1983 - Homes Finders Wannavee Enterprises, Inc.; 1986,'90,'92 - Coldwell Banker and 1995 CB Commercial Sacramento Area Multi-Family Vacancy Rental Survey, Second Quarter 1995, 1997, and 1998 prepared by CB Commercial Real Estate Group Inc.

* "Average" rent, for the purpose of this table, refers to the mean of studio, one bedroom, two bedroom/one bath, and three bedroom apartments. This is not a weighted mean.

Vacancy Rates

The total vacancy rate for the City in 1990 was estimated, by the Census, to be 5.81%, down from 8.42% in 1980. The rental vacancy is usually the high component of the vacancy rate with "vacant-for-sale" averaging 1-2%, so the results of these two sources appear to be at least generally consistent. The "vacant-for-sale" rate may be higher than is traditionally estimated, however, because the volume of resale homes on the market has been high over the past two years.

Preciseness is difficult when discussing vacancy rates due to the different methodologies employed and areas covered by the various sources. Data indicates, however, that the rental vacancy rate

has increased in the City over the past two years and is currently above the 5% rate which is normally considered "healthy" for a housing market.

The apartment vacancy trend from 1992 to 1998 has been somewhat erratic, with notable peaks and valleys. During this period the region experienced a vacancy low of 4% and a high range of over 9%. Current information supplied by CB Commercial indicates the 1998 first quarter vacancy rate reported an overall vacancy for multi-family units of 4.3%. Vacancy rates are highest for 2 bedroom/1 bath (5.1%) and lowest for 3 bedrooms/2 bath (2.9%). Three bedroom units are also below the average vacancy rates -- reporting a 1997 vacancy rate of 3.0%.

Table 3-16
SACRAMENTO REGION VACANCY MULTI-FAMILY VACANCY RATES
1992 through 1998(First Quarter)

Year	Average Vacancy Rate
1992	9.00%
1993	9.15%
1994	8.35%
1995	6.65%
1996	4.85%
1997	3.90%
1998	4.30%

Ownership Affordability

Affordable housing is defined, in most cases, as housing which can be obtained for 30% or less of a given household's gross income. Overall, these results would indicate a trend toward increasing housing affordability for ownership opportunities and stable or decreasing affordability for rental housing. For ownership, this trend can be displayed quantitatively using a housing affordability index. This is a measurement of the percentage of households which can afford to purchase a median priced home. The Sacramento Area Index (for the fourth quarter of each year), as provided by the Sacramento Association of Realtors, is shown below:

Table 3-17
Housing Affordability Index-Home Ownership

1985	50% (Fourth Quarter Results)
1986	48%
1987	52%
1988	53%
1989	45%
1990	32%
1991	40%
1992	46%
1993	57%
1994	55%
1995	55% (Second Quarter Results)
1996	63% (Fourth Quarter Results)
1997	63%
1998	61%

(Percentages compiled by the California Association of Realtors, based on Sacramento Association of Realtors Multiple Listing Service Data. The index measures the number of households in the area that have the minimum income necessary to afford the area's median priced home).

As can be seen, favorable interest rates and sales prices have served to stabilize ownership affordability in the Sacramento area. An exception to this is the early 1990's (1990 to 1992) when home prices increased dramatically beyond the reach of many homeowners. After this period, market corrections, and recessionary trends curbed this cycle and at the present time (1998) approximately 61% of households in the Sacramento area can afford the median priced home. Despite ups and downs in housing prices, the Sacramento Metropolitan region continues to be one of the most affordable housing markets in the State. According to the California Association of Realtors' Affordablity Index, more households in Sacramento can afford the median priced home in Sacramento than any other metropolitan area in the State. For example in 1997, assuming a median priced home with 20% down and a 30 year fixed rate mortgage, only 44% of households in the State of California could afford to buy a median priced home versus 63% of households in Sacramento.

Rental Affordability

In order to assess the affordability of rents, it is necessary to determine affordable rents for each household size at each income level and compare these affordable rents to the actual average rents for appropriate sized units. Results of this analysis (Table 3-18) indicate that, on average, market rents in Sacramento are affordable to most low income households (households earning 80% of median income) but are not affordable to very low income (households earning less than 50% of median income). The greatest affordability gap is for very low income households seeking 3 bedroom units ($201).

Table 3-18
SACRAMENTO METROPOLITAN AREA
RENTAL AFFORDABILITY 1999

Annual Income	Household Size			
	1	2	3	4
Low Income	29,050	33,200	37,350	41,500
Very Low Income	18,150	20,750	23,350	25,950
Poverty Level	10,900	12,450	14,000	15,500
Affordable Monthly Housing Cost (30% of income $)				
Low Income	726	830	934	1,037
Very Low Income	454	519	584	649
Poverty Level	272	311	350	389
Monthly Available for Rent* ($)				
Low Income	691	799	881	965
Very Low Income	425	482	512	577
Poverty Level	233	274	297	317
Monthly Average Rent**($)	Studio	1 Bdrm	2 Bdrm	3 Brdm
	460	499	574	775
Monthly Affordability Gap ($)				
Low Income	-0-	-0-	-0-	-0-
Very Low Income	35	17	62	198
Poverty Level	227	225	240	458

* Includes a utility deduction $29/studio, $37/1BR,$53/2BR, $72/3BR - Source: Sacramento Housing and Redevelopment Agency

** CB Commercial Multifamily Rent and Vacancy Survey,1998, First Quarter

Overpayment

Households which pay more than 30% of their gross income for housing are said to be "overpaying" for housing. The 1990 Census provides some insight into characteristics of household income in 1989 by selected monthly owner costs/gross rent as a percentage of household income. The 1990 Census has rendered a breakdown of household income categories in the data on monthly housing costs as a percentage of household income. The results of this "overpayment" calculation, both for owner and renter households, are displayed in Table 3-19.

Table 3-19

INCOME CATEGORY	NUMBER OF HOUSEHOLDS PAYING MORE THAN 30% OF THEIR INCOME FOR HOUSING Source: 1990 Census.		
	OWNER	RENTER	TOTAL
LOW AND VERY LOW	10,849	31,854	42,698
MODERATE AND ABOVE MODERATE	1623	1011	2634
TOTAL	12,467	32,695	45,332

A total of 45,332 households are "overpaying" for housing in the City or approximately 30% of city households. Of the total households which are overpaying, 94% are lower income. For purposes of this discussion, "lower income" is defined as 80% or below the Census derived Sacramento County median income in 1990.

The results of this "cost burden" estimate, both for owner and renter households by household/type are displayed in the table below.

TABLE 3-19a
COST BURDEN BY HOUSEHOLD TYPE

Household Type	City of Sacramento		
	Percent Very Low Income with Cost Burden	Percent Low Income with Cost Burden	Percent Moderate Income with Cost Burden
All Renters	83%	48%	17%
Elderly Renters	70%	53%	28%
Small Family (2-4 person) Renters	88%	50%	15%
Large Family (+5 person) Renters	84%	30%	17%
All other renters	84%	50%	16%
Total Renters	61%	36%	27%
Elderly Owners	52%	13%	80%
All Other Owners	75%	51%	34%

Table 3-19b
WHAT HOUSING CAN BUY?
An Affordability Matrix for Sacramento

Income Available for Housing per Month	General Assistance	Average Public Housing Resident	SSI - Supplemental Security Income	SRO Resident Median Income (1998)	Minimum Wage Jobs ($6/hour)	Majority of New Jobs in Sacramento (<$12)	"Very Low Income" 50% Median (4 pers.)	"Low Income" 80% Median (4 pers.)	"Median Income" 4-person Household
Annual Income	$700 -$1,000	$8,000	$8,052	$8,400	$12,000	$12,000 - $24,000	$25,950	$41,520	$51,900
(+/- 30% Monthly Income)	$20 - $25	$200	$200	$210	$300	$300 - $600	$650	$1,040	$1,300
$1,000									New homes <$140,000
$900								New homes <$125,000	New homes <$125,001
$800								New apts., 10,000 resales, 350 assisted	New apts., 10,000 resales, 350 assisted
$700							Bond loans, MCC 20% for ownership	Bond loans, MCC 20% for ownership	Bond loans, MCC 20% for ownership
$600						Upper range of income see next column	2-BR avg.rent, resale homes, owner subsidy	2-BR avg.rent, resale homes, owner subsidy	2-BR avg.rent, resale homes, owner subsidy
$500						1-BR avg. rent, MRBs, resale homes	1-BR avg. rent, MRBs, resale homes	1-BR avg. rent, MRBs, resale homes	1-BR avg. rent, MRBs, resale homes
$400					SROs, small apts.,	SROs, small apts.,	SROs, small apts.,	SROs, small apts.,	SROs, small apts.,
$300					private subsidized apts	private subsidized apts	private subsidized apts	private subsidized apts	private subsidized apts
$200		Shared housing, boarding homes	Shared housing, boarding homes	Shared housing, boarding homes	Shared housing, boarding homes	Shared housing, boarding homes	Shared housing, boarding homes	Shared housing, boarding homes	Shared housing, boarding homes
$100		Average PHA rent $115 - $180	Average PHA rent $115 - $180	Average PHA rent $115 - $180	Average PHA rent $115 - $180				
<$100	Public housing	Public housing	Public housing	Public housing	Public housing				
	Sec. 8 asst.	Section 8 assistance	Section 8 assistance	Section 8 assistance	Section 8 assistance				
	Shelters								

Source: SHRA, 1999

Table 3.19b shows the relationship between the types of housing and the affordability levels of various household income groups. For example, a poverty level income person on general assistance or supplemental security income can only afford a public housing unit, shared housing unit or boarding home. A minimum wage job household can afford Single Room Occupancy unit, small apartment, shared housing or boarding home.

Subsidized Housing Options

The Sacramento Housing and Redevelopment Agency (SHRA) serves as the Housing Authority for the City and the County of Sacramento. SHRA is one of the more aggressive public housing authorities in the state and has one of the largest inventories of public housing. Assisted housing is an important component of the housing inventory for maintaining housing diversity and choice and for housing households of very low income. Currently, SHRA administers 2,009 units of public housing within the City of Sacramento, and 2,680 Section 8 or housing vouchers in the City of Sacramento, thereby providing assistance to 4,689 very low or low income households.

For the Section 8/housing voucher program, units must meet HUD's Fair Market Rent (FMR) standards. Fortunately, in the City of Sacramento market rentals are at or below FMR's for 2 and 3 bedroom units enabling this program to operate effectively and allow recipients housing choice. FMR published by HUD and effective June 30, 1998 are as follows:

Table 3-20
FAIR MARKET RATES

Unit Size	HUD FMR	Average Market Rent
0/ Studio	434	460
1 bedroom	490	499
2 bedroom	612	574
3 bedroom	850	775

3.6 PROJECTED HOUSING NEEDS

Population Trends

Population is forecasted, by SACOG, to reach 435,550 by 2005. This estimate was recently adjusted down from 444,300 and then again to 435,5000 due to the general recession in the region and State and previous building restrictions in the city due to flooding protection.

New Construction Need

To assist local governments in the Sacramento Metropolitan area in making projections of future housing needs, the Sacramento Area Council of Governments (SACOG) prepares a Regional Housing Needs Allocation Plan. The Plan covers the planning period from 1989 to 1996 (The state recently extended the planning period to address the regional housing needs to the year 2002). The purpose of this plan is to examine housing needs across jurisdictions/boundaries, and allocate responsibility for planning to meet future housing needs. The State requires that the projections take into account the market demand for housing, employment opportunities, availability of suitable

sites and public facilities, community patterns, type and tenure of housing need, and farm worker criteria.

Taking vacancy levels and anticipated demolitions and conversions into consideration the total Basic Construction Need was determined to be 16,751 dwelling units.

After determining the total Basic Construction Need for a particular jurisdiction, the need is divided into very low, low, moderate and above moderate income categories. The base construction needs for each income group for the 1989-2002 projection period were as follows:

Table 3-21
1989-2002 NEW CONSTRUCTION NEED

Basic Construction Need	Number of Units
Very Low	2,519 units
Low	2,793 units
Moderate	4,098 units
Above Moderate	7,341 units
Total	16,751 units

These are the projected housing needs to met project population growth. Chapter 4, reviews these current housing needs and goals and discusses the progress to date. The goals express the total number of units by affordablity that are estimated to be needed to meet population projections. In addition to overall housing supply goals, the housing needs of persons with special housing needs must be reviewed. These special needs are discussed in the next section.

3.7 SPECIAL HOUSING NEEDS

Special Housing need groups are those individuals or households who share a common type of need due to age, disability, income, or other mutual circumstance. The following section attempts to enumerate these special needs groups. The Consolidated Plan (CP) for Federal HUD Funding prepared by the Sacramento Housing and Redevelopment Agency (SHRA) provides a comprehensive review of housing needs for special groups in the Sacramento area. The CP identified homeless persons, first time homebuyers, migrant farmworkers and a number of special populations (which require housing in conjunction with supportive services) such as the frail elderly, severely mentally ill, persons with AIDs and AIDs related diseases, and others. In addition to special populations identified by the CP, the needs of single parent households, large families and other groups are discussed below.

Single Parent Head of Household

The 1990 Census counted 18,217 households (approximately 12% of all households) headed by a single parent with related children. Of these, 14,880 were headed by a female and 3,337 were headed by a male. Of the female headed households, 6,187 (41.6%) were below the poverty level. The male headed households consisted of 774 (23.2%) which were below the poverty level. These households have special needs for child care and related support services. Single parent households increased area wide from less than 7% to more than 9% of total households from 1970 to 1980, and to more than 12% in 1990. A large portion of single parent householders are low or very low income. According to the 1990 Census, 16.2% of all households reported public assistance as their primary source of income, and it is estimated that a majority of these

households use AFDC. In general, this population group can be assisted by the same strategies necessary to maintain and produce affordable housing in Sacramento. Special efforts to also provide childcare and family services on-site would also assist this segment of the population.

SHRA has participated in the HUD Family Self-Sufficiency project and a number of other assisted housing programs with child care services. One is the Family Demonstration Project in Del Paso Heights; another is the River City Co-Housing project in the Central City.

Large Families

A large family is defined as a household consisting of 5 or more persons. In 1980, there were 10,057 such households. According to the 1990 Census this number has increased by 34.3%, to 15,306 family households. This represents approximately 10.60% of the City's total households. Large families are an interesting "need group" in that they do not, by definition, possess any special needs. In 1980, 68% of large families were home owners in the city and 73% were owners county-wide. This was the largest owner percentage of any household size. According to the 1990 Census for the City, these figures changed to 48% home owners and 52% were renters.

Large families that are renters and are low income have a difficult time obtaining adequate housing. Under current (1998) market conditions, there is a fairly low vacancy rate (2.9%) for larger multi-family housing (3+ bedrooms) and rents for these larger units tend to be beyond the reach of very low income households. Large families in higher income categories tend to be homeowners or have adequate income to rent existing units.

Seniors

The 1980 Census counted 37,484 persons aged 65 or over ("seniors") representing 13.6% of the population. This was both an absolute and a relative increase over 1970 when the elderly population was 27,894 (representing 11.0% of the total population). The 1990 Census counted 42,552 persons over age 65, representing 12.1% of the total population. This amounts to a 19.0% absolute increase over 1980, but a 1.5% relative decrease.

The 1988 City/County Housing Task Force report estimated that 20-40% of the 1988 elderly population were "frail". Frail is defined here as needing at least some assistance to maintain an independent lifestyle. This amounts to between 9,369 and 18,294 of the 1990 Census count of seniors. The 1990 Census shows that of households in the city, 29,736 were made up of seniors. Of this number 20,608 owned, and 9,128 rented. The number of seniors below the poverty level was 3,735 representing about 8.8% of the total senior population. Elderly renters face the problem of paying ever increasing rents on fixed incomes. Approximately one-third of elderly households are renters.

Senior households have a fairly high home ownership rate at 69%, the ownership percentage tends to remain fairly constant with age. Among homeowners, even though they may own their homes outright, many may be in a situation characterized as "house rich and cash poor". In other words, a person may have large equity in a home, but still be forced to live on a minimal fixed income. Selling the home may not be an available option, because the price of rent may override the income made available by the home sale.

In addition to financial difficulties, seniors face transportation difficulties, with one-third of persons over 75 unable to use public transit. Compounding this problem, one-third of all seniors live alone and therefore may not have access to any sort of transportation assistance.

The vast majority of the senior population desires to live as independent a lifestyle as possible. Housing and assistance programs for seniors should put priority on independent living, attempting first to maintain these persons in their own homes. Sacramento has experimented with several methods to assist the elderly and frail elderly. One program, Riverview Plaza, is a housing tax credit development based on an "age in place" concept. An array of services may be made available to allow resident to age and deal with age related infirmities "in place". The Woodhaven project in Del Paso Heights provides affordable senior housing for very low income seniors. Additionally, shared housing assistance services are available to assist the elderly in securing "roommates" for companionship and service. This again allows the elderly with housing to maintain their homes. Finally, a number of social service agencies assist the elderly with economic benefits for seniors such as the State tax deferment program and reverse annuity programs. Finally for very low income seniors, Single Resident Occupancy (SRO) units can provide affordable housing in close proximity to downtown services. Again SHRA has taken a leadership role in preserving and rehabilitating these units and has made efforts to support proposals for new SRO construction.

In the mid-1980's substantial effort was undertaken in the Sacramento area to document senior housing demand. Indeed, the studies showed that demand will increase as the population ages, particularly age groups with large populations such as the "baby boomers". Results of the senior housing demand studies, showed that a temporary over-supply of senior housing occurred in the Sacramento area which remained vacant. Some of these units have now leased up. Others requested and some received permission to convert to non-senior housing. Housing experts suggest that the development community, while correctly anticipating housing demand from this age group, incorrectly anticipated the style and cost of housing in which the age group would buy. In general, many newer developments sought to compete for a limited middle and upper income senior market rather than provide units for fixed and lower income senior householders.

Disabled

Individuals with disabilities have special needs in terms of access to and accessibility within dwelling units. Transit and proximity to needed social or medical services is also a special concern for the disabled.

According to the 1990 Census, 5.9% of civilian non-institutionalized persons 16-64 years of age have a mobility or self care limitation. This amounts to 13,737 persons identified as having a self-care limitation that had lasted for six or more months and "which made it difficult to take care of their own personal needs, such as dressing, bathing or getting around inside the home." (1990 Census Population and Housing, Summary Social, Economic, and Housing Characteristics, U.S. Department of Commerce, pp. B-34).

There were 9,361 persons 65 years and over with some mobility or self care limitation. Given all persons 16 years or older, 23,098 are disabled with a mobility or self care limitation.

It should be noted that there is a higher percentage of the total population with some form of work disability. For purposes of this discussion, staff focused on those individuals with self care limitations as opposed to work limitations.

The Comprehensive Plan (CP) prepared by SHRA (based on information from caseloads from the Community Services Planning Council) estimates that there are 4,296 persons with severe mental illness in the City of Sacramento that need special housing with supportive care. An additional, 1,379 persons are estimated to have developmental disabilities and 10,106 persons have physical disabilities.

A second perspective on the number of persons with disabilities living in Sacramento County is offered by the California Disability Survey (CDS), conducted by the California Department of Rehabilitation after each federal decade census. The CDS estimates the disability rate among the working age population (16-64) and takes into account mental health, physical and developmental disabilities. The CDS has two disability rates: The overall disability rate and the "DR Severe Rte". The DR Severe Rte includes people with disabilities severe enough to qualify them for Department of Rehabilitation services.

For the Sacramento County, the overall CDS Disability Rate is 12.4% and 1990 DR Severe Rate is 8.2%. The CDS statewide general disability rate is only slightly higher for women than for men and other research indicates that the rate is generally the same for all ethnic groups.

A third perspective on the disabled population in Sacramento County can be seen by examining the number of Supplemental Security Income (SSI) recipients living in Sacramento County. In November, 1996, based on information from the State Department of Social Services, there were 974 blind individuals receiving SSI and 36,702 disabled individuals receiving SSI (37,676 - Total). The SSI is a program based on individual need and resources and does not include the Social Security Disability Insurance Program (SSDI), the disability insurance program employees normally pay into. Recipients in the SSDI program would add to total disabled population.

Based on information from caseloads from the Community Services Planning Council, there are 12,261 persons in the County overall (of which 4,296 persons located in the City of Sacramento) with severe mental illness that need special housing with supportive care.

Students

Three major colleges are located within the City of Sacramento. They are California State University Sacramento (CSUS), Sacramento City College and Cosumnes River College. The latter two are Junior Colleges. As of 1991, the enrollment at CSUS was currently 26,435 and is expected to increase by one-third, or to approximately 35,000 students by the year 2010. As of 1991, the enrollment at Sacramento City College was approximately 18,000 students and 8,800 students at Cosumnes River. This amounts to a total enrollment of 53,235.

A fourth school, American River College, is also a Junior College and is located within the unincorporated portion of the County. Its enrollment is approximately 25,000 students.

CSUS is the only college in the City with on-campus housing. Its student housing capacity is 1300. There are currently no vacancies in the on-campus housing. Consequently, 95% of students at CSUS and 98% of students city-wide live off campus. Many of these students live with their parents; many others live in rental units throughout the area. There are no plans for new on-campus housing construction in the foreseeable future, although there is still land tentatively designated for housing in the Campus Master Plan.

Sacramento has a large percentage of older, continuing education students, who have already established homes and careers. The median age at CSUS is in the mid-thirties. This factor somewhat decreases the low income housing needs generated by the college, although data as to the magnitude of this factor is not available.

There are many other colleges in Sacramento, including law schools, bible colleges, trade schools and university extensions. Generally speaking, however, these schools have low enrollments and serve the existing population. As such, they do not create a housing need.

Military

Of the three military facilities located within Sacramento County, only the Sacramento U.S. Army Depot is located within the Sacramento City limits. As of 1995, the Sacramento Army Depot and Mather AFB are officially closed and McClellan AFB is scheduled for closure/privatization. Military housing demand in Sacramento therefore, is less and less of the total housing demand.

Farm Workers

As part of SHRA's Comprehensive Housing Assistance Plan (1992), as many as 1300 migrant farm workers are employed in Sacramento County during peak season. The majority are seasonal farm workers consisting of permanent area residents seeking part-time employment, students, the unemployed or under-employed workers, or the homeless. According to the CHAS, seasonal farm workers are part of the area's lower income population and therefore presumably included in strategies addressing overall affordable housing needs. Migrant farm workers, on the other hand, are not considered part of the static lower income population. Farm worker housing needs may be greatest in proximity to agricultural areas of the County such as the Delta or Galt, than within the incorporated area of the City of Sacramento which is remote from farming areas. City farmworker housing needs are anticipated to be relatively small. An exception to this are the housing needs of "displaced farmworkers".

As the County's farmlands are developed for urban uses, some permanent farmworkers may be displaced from farm employment and may seek jobs and housing in more urban areas. Again, strategies to assist very low income households will also benefit this special need population.

Special Housing Needs - Homeless Population

Since the 1980s, the local Homeless Program (sponsored by the County Department of Human Assistance and SHRA) has expanded from a one-person office with a $250,000 budget in 1984 to a staff of seven with a $4.3 million budget in 1990. The local approach involves multiple partnerships with other public service providers and the non-profit community to provide a full spectrum of homeless services. A variety of supportive services are offered through the local shelter network including feeding, GA application assistance, the SHRA sponsored Just One Break (JOB) homeless employment outreach program, and counseling. Transitional housing programs such as the Shelter Plus Care program have also been established. The SHRA was also successful in receiving a $25 million grant to use facilities at Mather AFB for transitional living programs with supportive services.

Homeless Needs Assessment: The 1999 Sacramento County Continuum of Care report includes an analysis of homeless persons in the County and their needs. Indeed the homeless population is a highly mobile population, so the portrait represents a snap shot in time. The highest priority

needs for the homeless population according to the County Department of Human Assistance and local housing-for-the-homeless providers are transitional and permanent housing with supportive services for subgroups among the homeless population. For homeless individuals, this includes transitional and permanent housing with supportive services for chronic substance abusers, persons with serious mental health problems, dually-diagnosed persons, victims of domestic violence, those suffering from HIV/AIDS and persons with physical disabilities. For homeless families, resources need to focus on those people with serious mental health problems, those suffering from HIV/AIDS and persons with physical disabilities.

Data is unavailable on the specific location of the homeless population. Countywide data is available on the needs of homeless individuals and families (Table 3-22 and 3-23).

TABLE 3-22
COUNTYWIDE NEEDS OF HOMELESS INDIVIDUALS

Homeless Populations		Estimated Need	Current Inventory	Unmet Need/Gap	Relative Priority
Example	Emergency Shelter	115	89	26	M
Bed/Units	Emergency Shelter	1,000	618	382	M
	Transitional Housing	760	460	300	H
	Permanent Housing	1034	362	672	H
	Total	2794	1440	1380	
Estimated Supportive Service Slots	Job Training	2674	389	2285	H
	Case Management	2794	965	1829	H
	Substance Abuse Treatment	1676	226	1450	H
	Mental Health Care	1118	80	1038	H
	Housing Placement	1676	640	1036	H
	Life Skills Training	2690	502	2188	H
	Other: Transportation	2235	43	2192	H
	Other: Legal Aid	560	0	560	M
	Other: Employment Services	2515	201	2314	H
	Other: Hospice Care	13	6	7	H
	Other: Medical/Dental	2046	1500	595	H
Estimated Subpopulations	Chronic Substance Abusers	1117	532	585	H
	Seriously Mentally Ill	559	171	388	M
	Dually-diagnosed	559	202	357	H
	Veterans	782	44	738	M
	Persons with HIV/AIDS	140	81	59	H
	Victims of Domestic Violence	452	12	440	H
	Youth	335	41	294	H

Source: April 1999 Continuum of Care Gap Analysis, Jan Galloway, County Department of Human Assistance.

TABLE 3-23
COUNTYWIDE NEEDS OF HOMELESS FAMILIES

Homeless Populations		Estimated Need	Current Inventory	Unmet Need/Gap	Relative Priority
Beds/Units	Emergency Shelter	225	124	101	H
	Transitional Housing	645	393	252	H
	Permanent Housing	1,505	469	1,036	H
	Total	2,350	976	1,374	
Estimated Supportive Services Slots	Job Training	2,250	335	1,915	H
	Case Management	2,350	852	1,498	H
	Child Care	2,250	100	2,150	H
	Substance Abuse Treatment	1,410	65	1,345	H
	Mental Health Care	940	5	935	M
	Housing Placement	2,250	540	1,710	H
	Life Skills Training	2,250	390	1,860	H
	Other: Transportation	1,880	30	1,850	H
	Other: Parenting Skills	1,880	5	1,875	H
	Other: Employment Services	2,115	155	1,960	H
	Other: Legal Aid	470	155	315	M
	Other: Medical/Dental	1,762	500	1,262	H
Sub-populations	Chronic Substance Abusers	940	166	774	H
	Seriously Mentally Ill	470	64	406	H
	Dually-Diagnosed	470	43	427	H
	Veterans	117	44	73	M
	Persons with HIV/AIDS	117	96	21	M
	Victims of Domestic Violence	1,410	70	1,340	H

Source: April, 1999, Continuum of Care, Gap Analysis, Jan Galloway, County Department of Human Assistance.

The City of Sacramento represents approximately 34% of the households and population within the County of Sacramento, (1999 State Department of Finance). Using the city/county population ratio, the estimated city share of the Countywide unmet housing need for emergency shelters, transitional housing and permanent housing is shown in Table 3-24:

Table 3-24
City's Share of Unmet Homeless Needs

Housing Type	Homeless Population	Unmet Need/Gap (Countywide)	Unmet need/Gap (City Share)
Emergency Shelter	Individuals	382	130
	Families	101	34
	Total	483	164
Transitional Housing	Individuals	300	102
	Families	252	86
	Total	552	188
Permanent Housing	Individuals	672	228
	Families	1036	352
	Total	1708	580
Total Homeless	Individuals	1354	460
	Families	1389	472
	Total	2743	932

Source: 1999 Continuum of Care, County Department of Human Assistance (DHA)

According to the Agency, the average age of single men using Sacramento's homeless shelters has decreased from 46 to 33 years old over the past five years. The average age of women accessing the shelters is 36 years. Additionally,35 % of Sacramento's homeless men are veterans representing all recent wars since the Korean War; the majority are Vietnam veterans. Approximately 3% of the total homeless population is comprised of seniors, 62 years and older. The Agency reports that approximately one-third of the homeless population has a diagnosed mental illness and appears to be unreachable through the community mental health services. Furthermore, homeless women appear to have a higher incidence of mental heath issues than homeless men.

A total of 47% of shelter residents served in 1991 were white (European-American), 42% African American, 10% Latino, 1% Asian-Pacific Islander, and .1 % American Indian. In comparison with the 1990 Census count of 14.8% African Americans among the total population, African Americans, primarily young males, are significantly over-represented in Sacramento's homeless population.

Substance abuse continues to be a contributing factor to homelessness. According to the Consolidated Plan, approximately 21% of the homeless population is involved in drug or alcohol

abuse. Without intervention, substance abuse continues to be a contributing factor to homelessness. Together, they often lead to more chronic problems for the individual and families.

Shelter Facilities

Sacramento's emergency shelters, outlined in Table 3-25, serve the homeless from the City and unincorporated portions of the County. Most of the County's emergency shelters are located within the city limits. 637 shelter beds are available to individuals and families during the warm weather months. An additional 133 shelter beds are available during the winter overflow period, from November to March. Approximately 770 beds are available to homeless individuals and families during winter. The Agency reports that shelter facilities are constantly at 100% occupancy throughout the year. Shelter providers report that they are serving a rapidly growing number of homeless individuals and families seeking assistance. In addition to emergency shelters, the City and County priorities are to provide hotel/motel vouchers, transitional housing and permanent programs to the homeless. These housing shelter alternatives assist those attempting to make the transition from homelessness to transitional and permanent housing Tables 3-26 and 3-27). Sacramento City and County are the primary service providers for the regions homeless population. The surrounding cities and counties lack facilities to address their fair share of the homeless need. The City and County are participating on the Homelessness Board to develop a more comprehensive solution to address the regions homeless problems.

Table 3-25
EMERGENCY SHELTER FACILITIES AND BEDS FOR THE HOMELESS

Single Person Shelters	**Number of Beds**
The Salvation Army Men's Lodge	80
The Salvation Army Men's Annex	60
The Salvation Army Women's Annex	20
The Salvation Army Aid-In-Kind Program	52
Volunteers of America Aid-In-Kind Program	62
South Area Emergency Housing Center - Women's Shelter	13
Union Gospel Mission	86
Subtotal	369
Family Shelters	**Number of Beds**
South Area Emergency Housing Center - Family Shelter	55
Women Escaping a Violent Environment (WEAVE)	35
St. John's Shelter for Women and Children	40
Subtotal	130
Shelters for Those under the Influence of Alcohol	**Number of Beds**
Volunteers of America Public Inebriate Drop-In Center	120
Shelter for the Mentally Ill	**Number of Beds**
Transitional Living & Community Support for Mentally Ill Women & Men (Card's Place)	18
TOTAL EMERGENCY SHELTER BEDS	**637**
Winter Overflow Shelters (November to March)	**Number of Beds**
Salvation Army Cal Expo Winter Program	133
TOTAL WINTER OVERFLOW BEDS	133
GRAND TOTAL SHELTER BEDS	770

Source: May 99 County Department of Human Assistance.

Table 3-26
[1]TRANSITIONAL & PERMANENT HOUSING OPPORTUNITIES FOR THE HOMELESS

Transitional Housing Programs	Number of Spaces
■ Chemical Dependency Center for Women	30
■ Diogenes Youth Services*	16
■ Lutheran social Services	38
■ Cottages	60
■ Sacramento Area Emergency Housing	14
■ Mather Campus*	260
■ VOA Recovery Program	16
■ VOA Community corrections Center	62
■ Transitional Housing Program for families with children	32
■ Independent Living Readiness Pilot Program ("Readiness") for single men	46
■ Resources for Independent Living, Inc. Transitional Living Center for the severely physically disabled	6
■ Transitional Living and Community Support Program for the mentally ill	48
■ Veterans Resource Center	30
TOTAL TRANSITIONAL HOUSING SPACES	658

Source: Jan Galloway, County Department of Human Assistance; "Comprehensive Housing Affordability Strategy", SHRA.

[1]Transitional housing includes apartment units and support services with residency limited to two years. Permanent housing has no residency limitation.

Table 3-27

[1]PERMANENT HOUSING OPPORTUNITIES TARGETED TO THE VERY LOW INCOME AND/OR FORMERLY HOMELESS INDIVIDUALS AND FAMILIES

Program	Number of Spaces
■ HUD Family Unification Demonstration Program Section 8 Certificates/Vouchers	40
■ Section 8 Moderate Rehabilitation Project (Midtown Manor)	20
■ Shasta SRO Hotel (alcohol free)	80
■ Ridgeway SRO Hotel	85
■ Sequoia SRO Hotel	88
■ AIDS Housing Alliance (Avalon)	6
■ AIDS Section 8 Certificate	12
■ CARES Long Term Housing Vouchers	22
■ Shelter Plus Care Certificates	325
■ Halcyon Place	22
■ Shasta Shelter Plus Care	12
■ TLCS Cooperative Apartments (singles)	26
■ TLCS (families)	25
■ VOA Nova House	4
TOTAL PERMANENT HOUSING OPPORTUNITIES	755

Source: SHRA, Jan Galloway, County Department of Human Assistance.
[1]Transitional housing includes apartment units and support services with residency limited to two years. Permanent housing has no residency limitation.

3.8 WELFARE REFORM

While welfare reform is still evolving in certain respects, it is nevertheless currently being implemented in 1997 and some general statements can be made about its guidelines and impacts. The major points to welfare reform are:

The AFDC program is being replaced by the Temporary Assistance for Needy Families Program (TANF) which will limit aid to 60 months during a recipients life time and which carries with it work requirements.

Legal immigrants will be prohibited from receiving Food Stamps and SSI. The scope of this prohibition may change as final implementation plans are worked out at the federal and state level, especially in regard to aged and disabled legal immigrants.

Able-bodied single adults can receive food stamps only three months every three years unless they are working.

Additionally, more strict eligibility requirements already being implemented in regard to children with disabilities and substance abusers receiving SSI benefits will have further impact. Finally, the

Sacramento County General Assistance program has been redesigned to limit the amount of time that beneficiaries can receive aid, and the aid level has been reduced.

The effect on individuals and families receiving aid under these various programs will be life changing. The Sacramento County Department of Human Assistance (May, 1997) estimates that County General Assistance costs may rise by $5.9 million because of individuals "falling out" of the various federal programs and that loss of food stamps and SSI "dollars" coming into the county may be as high as $4.6 million per month or $55 million per year.

The County also estimates that the local economy will have to yield 12,500 existing or newly created job match-up for households coming off the TANF program in 1997 and that 11,500 children will subsequently require child care.

4. Current Housing Production Needs and Progress

4.1 INTRODUCTION

As noted in Chapter 3, SACOG prepares an estimate of population and housing needs for the planning period. The planning period was 1989-96 and subsequently extended thru June 30,2002 to give localities additional time to address housing needs.. SACOG also sets needs for housing production based on income and affordablity to ensure that regional housing needs are met and balanced. The current needs set by SACOG for the City of Sacramento are:

Table 4-1
1989-2002 NEW CONSTRUCTION NEED

Income Group	Number of Units	% of Total
Very Low	2,519 units	15.0%
Low	2,793 units	16.7%
Moderate	4,098 units	24.5%
Above Moderate	7,341 units	43.8%
Total	16,751 units	100.0%

4.2 PROGRESS TOWARDS ADDRESSING NEEDS TO DATE

SACOG also publishes annually, information regarding the number of housing units actually constructed and annexed by housing type. Table 4-2 shows new housing construction by housing type for the period of 1989 to 1997.

Table 4-2
HOUSING UNITS ADDED 1989 TO 1997

YEAR	TOTAL UNITS	SINGLE FAMILY UNITS	2-4 UNITS	5+ UNITS	MOBILE HOMES
1989	2273	1300	59	859	55
1990	2187	1820	34	332	0
1991	1868	1333	101	434	0
1992	1167	880	94	124	69
1993	353	198	125	24	6
1994	539	251	8	280	0
1995	94	34	38	0	22
1996	393	359	34	0	0
1997	503	318	12	153	20
TOTAL	9377	6493	505	2206	172

Source: SACOG Population and Housing Module, Sacramento City Community Plan Areas, for calendar years thru 1997.

Approximately 57% of the estimated overall goal of 16,571 units has been met as of 1998. Growth slowed dramatically in the early 1990's as a result of overall recession in the State of California, out-migration, and for the local area, serious economic dislocations, such as the closure of three important military bases and down-sizing in both the public and private sectors.

It does appear however, that the earlier SACOG population and housing production estimates were high and based on the population and growth trends experienced in the late 1970's and 1980's. Discussions with housing producers indicate that market conditions (lack of new home buyer confidence and lack of confidence in job security) and the flood plain development restrictions rather than governmental or non-governmental constraints were the major reasons for slow production during the early 1990's.

4.3 AFFORDABILITY OF UNITS PRODUCED

Relative to affordability, the city collected information regarding the sales price or rent levels of newly constructed and occupied units. Records from SHRA,, can reveal the number of new, rehabilitated and owner assisted units during this period which are specifically targeted, through program restrictions, to very low, low or moderate income households. Table 4-3, Assisted Housing Production shows that over 1150 new low and moderate income units were constructed and an additional 2009 units were substantially rehabilitated (added to affordable supply) between 1989-1998. Financial assistance for existing very low and low income homeowners resulted in the affordability also. (A full break-out of the types and funding sources for publicly assisted units are shown in Tables 4-10 and 4-11 at the conclusion of this Chapter).

Table 4-3
SUMMARY OF PUBLICALLY ASSISTED HOUSING UNITS -- 1989-1998
(Based on 1999 data provided by SHRA and CADA)

	Total	New Construction	Substantial Rehabilitation	Owner Assistance
Very Low Income Units Total	3422	812	803	1828
Low Income Units Total	4493	342	963	3188
Moderate Income Units Total	701	53	59	589
Other Non-Restricted Units	2069	0	2069	0
TOTAL	10,711	1207	3899	5605

Regarding privately sponsored housing production, information was collected on market conditions. As noted earlier, the Sacramento rental market is generally affordable to low and moderate income householders, but, not very low income householders. The CB Commercial rental survey for second quarter 1998, breaks out rental rates for apartments by factors such as age and condition. A Type "A" apartment building is, for example, in the best location, with the highest quality construction, highest amenities and highest rent ranges.

Table 4-4
1998 BEST CONDITION (TYPE "A") RENTAL RATES COMPARED WITH AFFORDABLE RENTS

	Studio	1 Bdrm	2 Bdrm	3 Bdrm
Type "A" Rent Survey Results	$598	$627	$695	$ 899
Rent Affordable to Low Income Household*	$726	$830	$934	$1,038
Rent Affordable to a Very Low Income Household	$454	$519	$584	$ 649
Rent Affordable to a Poverty Level Income Household	$272	$311	$350	$ 389

Source: CB Commercial Multi-Family Rental Survey 1998 and HUD 1999 Median Income levels
* See Table 3-18 for calculations of rental affordablity based on HUD income and housing definitions.

Type A, new condition, highest amenities, existing rental rates are affordable to low and moderate income householders (persons earning 50% of median income and above), but are clearly beyond the reach of very low and poverty level income householders (persons earning less than 50% or 30% of median income).

The quantification of the amount and types of housing constructed between 1989 and 1998 is needed to revise the basic new construction need by income group prepared by SACOG. This determination was made based on a survey of rental rates of newly constructed apartment units as compared with income levels and-maximum rents for various households (Tables 4-5). This comparison revealed that newly constructed market rate rental projects currently offer rents that are affordable to low and moderate income households, but not to very low income households. Of the ten projects surveyed, 44% percent of the new rental projects constructed since 1989 were affordable to low income households. However, in North Natomas new two and three bedroom apartment rents are not affordable to low or very low income households.

Table 4-5
Rent Levels of Selected Newly Constructed Multi-Family Projects in the City of Sacramento (1989-1999)

Project Name	# of Units Built	Year Built	Zoning	One Bdrm	Two Bdrm	Three Bdrm
Lakeview Garden Condos 7633 Windbridge Dr	78	1989	R2B	$695	$875	n/a
Brannan Court 1500 N St	40	1990	R5	$560	$680	n/a
Adagio 2800 Grassland Dr	224	1991	R2B	$890	$1,040	n/a
Capitol View 1051 G St	40	1991	R4R	$750	$880	$995
The Crossing at Riverlake 1070 Lake Front Dr	163	1991	R1A	$745	$825	n/a
Larkspur Woods 2900 Weald Wy	232	1992	R2B	$950	$1,150	$1,275
Governor's Terrace 1400 N St.	44	1997	R5	$790	$1,010	n/a
Vintage Glen Senior Apartments 6000 South Land Park Dr	124	1997	C1	$417	$531	n/a
Arena Commons[1] North Natomas	296	1999	EC-40	$750		$1,240
Gateway West[1] Apartments North Natomas	280	1999	R-3	$748	$1,133	$1,240
Average	167			$667	$898	$1,118
(Low *Total Affordable Income)	713					

Data Source: CB Richard Ellis, "Sacramento City Apartment Complexes," 8/16/1999
*Based on a comparison of August 1999 project rents with the SHRA Assisted Rental Housing limits for low and very low income households:
1 bedroom: $486 very low; $778 low income
2 bedroom: $583 very low; $934 low income
3 bedrooms: $675 very low; $1080 low income

The City also surveyed new home sales prices in subdivisions located in South and North Natomas (Table 4-6) and compared these prices with the maximum housing payments that a

[1] 112 one-bedroom units affordable to low income

household could afford based on a 7% interest rate, 5% down payment and 30 year loan term (Table 4-7). Information was also obtained from the Sacramento Board of Realtors Multiple Listing Service regarding the sales prices of new homes in smaller subdivisions throughout the city. Based on this analysis, staff determined that 50% of new single family detached units were affordable to moderate income households and 50% were affordable to above moderate income households. In addition, it is assumed that all the market rate 2-4 unit housing constructed and all the mobile homes constructed between 1989 and 1998 are affordable to moderate income households.

Table 4-6
ESTIMATED SALES PRICES OF SELECTED NEW SUBDIVISIONS
CITY OF SACRAMENTO 1999

Project Name	Community	# Units	#Bdrms	SQ FT	Lot Size	Estimated Sales Prices
Metro Square	Central City	45	2	1,317	1,600-1,700	$139,950
			3	1,449-1,549	1,600-1,700	$149,950-$174,950
Reflections of Sacramento	South Natomas	353	3	1,230-1,441	4,725	$137,990-$149,990
			4	1,650	4,725	$156,990
Warmington at Riverbend	South Natomas	108	3	1,802	6,300	$200,990
			4	2,059-2,559	6,300	$220,990-$255,990
			5	2,901	6,300	$275,990
Provence	South Natomas	93	3	1,370-1,887	4,000	$154,950-$184,950
Riversgate Series I	South Natomas	88	3	1,182-1,543	5,170	$149,990-$172,990
			4	1,671	5,170	$183,990
Gateway West	North Natomas	100	3	1,232	4,725	$130,000-$140,000
			4	1,659	4,725	$150,000
Northborough Village 5	North Natomas	73	3	1,733	5,775	$180,000-$219,000
			4	2,673	5,775	$210,000
Northpointe Park Village 5	North Natomas	69	3	1,400	2,620	$148,000-$162,000
			4	1,922	2,620	$174,000
Gateway West Villages 4 & 9	North Natomas	138	4	1,634-2,543	6,300	$160,000-$240,000
Northborough # 10	North Natomas	123	3	1,475	4,725	$152,000
			4	2,345	4,725	$199,000
Gateway West Villages 5, 7 & 8	North Natomas	150	4	2,119-2,172	4,725	$130,000-$170,000
Gateway West Lakeside	North Natomas	124	4			$210,000
			5			$236,000
Parkway Plaza Villages 1 & 3	North Natomas	101	3	2,191	6,300	$220,000
			4	2,191	6,300	$220,000
			5	3,179	6,300	$265,000
Northborough Village	North Natomas	82	3	2,244	6,825	$220,000
			4	2,244	6,825	$220,000
			5	3,714	6,825	$275,000
Northborough Village 3-1	North Natomas	70	3	1,633	5,250	$220,000
			4	2,546	5,250	$275,000

Table 4-6 cont.

Northpointe P. Village 2&7A	North Natomas	140	3	1,344-1,967	4,725	$149,000-$179,000
Northpointe P. Village 3 & 4	North Natomas	107	3	2,641	6,300	$169,000
			4	2,789-3,080	6,300	$169,000
			5	3,495	6,300	$220,000
Northpointe P. Village 12	North Natomas	129	4	2,346	6,825	$235,000
			5	4,245	6,825	$340,000
Kimball Hill Homes Parcel 21	North Natomas	85	3	1,642	4,500	$160,000
			4	1,642	4,500	$160,000
			5	2,954	4,500	$230,000
Averages		2,267	2	1,317	1,650	$139,950
			3	1,637	4,703	$170,641
			4	2,164	5,362	$196,840
			5	3,250	5,968	$263,141

Source: Planning Director's Special Permit Application

Table 4-7
INCOME LEVELS AND MAXIMUM HOUSING PAYMENTS
Sacramento Countywide Area
1999

Maximum Monthly Housing Expense (Income Limits x .30/12)

Household	Very Low		Low		Median		Moderate	
Size	Income	Payment	Income	Payment	Income	Payment	Income	Payment
1	$18,150	$453.75	$29,050	$ 726.25	$36,300	$ 907.50	$43,600	$1,090.00
2	20,750	518.75	33,200	830.00	41,500	1,037.50	49,850	1,246.25
3	23,350	583.75	37,350	933.75	46,700	1,167.50	56,050	1,401.25
4	25,950	648.75	41,500	1,037.50	51,900	1,297.50	62,300	1,557.50
5	28,050	701.25	44,850	1,121.25	56,100	1,402.50	67,300	1,682.50
6	30,100	752.50	48,150	1,203.75	60,200	1,505.00	72,250	1,806.25
7	32,200	805.00	51,500	1,287.50	64,400	1,610.00	77,250	1,931.25
8	34,250	856.25	54,800	1,370.00	68,500	1,712.50	82,250	2,056.25

Source: Department of Housing and Community Development

Monthly Mortgage Payments for Ownership Homes
(Principal, Interest, Taxes and Insurance)

Sales Price	Monthly Payment @ 7%t	Affordability % Median Income		Monthly Payment @ 8%	Affordability % Median Income		Monthly Payment @ 9%	Affordability % Median Income	
60,000	$ 441	$17,645	<50%	$ 611	$24,841	<50%	$ 661	$26,457	50-80%
80,000	589	23,560	<50%	828	33,121	50-80%	882	35,275	50-80%
100,000	735	29,395	50-80%	1,034	41,402	80%	1,102	44,094	80-100%
140,000	1,030	41,185	80%	1,449	57,963	100-120%	1,543	61,732	100-120%
180,000	1,323	52,935	100-120%	1,863	74,523	>120%	1,984	79,369	>120%

Assumptions:

5% downpayment
30 Year Term
Taxes and Insurance (real estate and mortgage) .0135
Affordability at 30% of Income

Note: Median Income based on a four-person household

4.4 ADJUSTMENTS TO HOUSING NEEDS BY INCOME LEVEL

Table 4-8 breaks down the potential economic groups served by the units constructed since 1989. Table 4-9 lists the remaining new construction needs between 1998 and 2002 based on the adjustments for units already produced by income groups served.

Table 4-8
Characteristics of Housing Units Added 1989-1998
City of Sacramento

New Units	Potential Economic Group Served
6493 Single Family Units:	3205 Above Moderate Income Households (market)
	3206 Moderate Income Households (market)
	57 Low Income Households (SHRA Assisted)
505 Multiplex Units (2-4 units):	21 Very Low Income Households (SHRA Assisted)
	484 Moderate Income Households (market)
2206 Multi Family Units:	793 Moderate Income Households (market)
	275 Low Income Households (SHRA assisted)
	590 Low Income Households (market)
	791 Very Low Income Households (SHRA assisted)
172 Mobile Homes:	172 Moderate Income Households (market)

Table 4-9
PROGRESS IN MEETING 2002 REGIONAL HOUSING NEEDS

Income Level	2002 Need	1989-1998 Units Produced	Remaining Units Needed
Very Low	2,519 units	812 units	1,707 units
Low	2,793 units	932 units	1,861 units
Moderate	4,098 units	4,655 units	0 units
Above Moderate	7,341 units	3,206 units	4,135 units
TOTAL	16,751 units	9,605 units	7,703units

As shown in Table 4.9 above, 7703 units need to be constructed by 2002 to meet city's share of the Regional Housing needs by income group.

Table 4-10
City Housing Production
1989 - 1998
Income Level Report

INCOME CATEGORY	Total	New Construction	Rehabilitation	Owner Assistance
Very Low Income (0-50%)	3,422	812	803	1,828
Low Income (51-80%)	4,498	342	968	3,188
Moderate Income (81-120%)	701	53	59	589
Unrestricted	2,069	0	2,069	0
Total	**10,711**	**1207**	**3,899**	**5,605**

NEW CONSTRUCTION	Total	Very Low	Low	Moderate	Unrestricted
Multifamily Housing	985	692	285	8	
Public Housing	78	78			
Single-family					
Subdivision	67	10	12	45	
Construction Training	29		29		
Self-help	27	11	16		
Total	**1186**	**791**	**342**	**53**	**0**

REHABILITATION	Total	Very Low	Low	Moderate	Unrestricted
Multifamily Housing	1,033	383	634	4	12
Bond Projects	2,682	294	331	0	2,057
Fainted Ladies	17	0	3	14	
Public Housing Acq/Rehab	126	126			
Single-family Rehabilitation					
Boarded & Vacant Homes	41			41	
Total	**3,899**	**803**	**968**	**59**	**2,069**

OWNER ASSISTANCE	Total	Very Low	Low	Moderate	Unrestricted
Homebuyer Assistance					
Downpayment Assistance	428	107	317	4	
Mortgage Revenue Bonds	18	1	9	8	
MCC	3,186		2,615	571	
Partnership Housing	30		30		
Homeowner Rehabilitation					
Emergency Repair	1,220	1,204	16	0	
Home Improvement	451	316	130	5	
Mobile Home	3	3	0	0	
Retrofit	269	197	71	1	
Total	**5,605**	**1,828**	**3,188**	**589**	**0**

Source: SHRA

Table 4-11
City Housing Production
1989 - 1998
Funding Report

CATEGORY	Total	SHRA Funding	Other Funding
New Construction	$ 74,201,398	$ 8,961,117	$ 65,240,281
Rehabilitation	$133,092,633	$15,766,107	$117,326,526
Owner Assistance	$ 45,663,401	$11,227,471	$ 34,435,930
Total	**$252,957,432**	**$35,954,695**	**$217,002,737**

NEW CONSTRUCTION	Total	SHRA Funding	Other Funding
Multifamily Housing	$70,263,635	$6,838,354	$63,425,281
Single-family			
Subdivision	$ 3,205,000	$1,390,000	$ 1,815,000
Construction Training	$ 537,015	$ 537,015	
Self-help	$ 195,748	$ 195,748	
Total	**$74,201,398**	**$8,961,117**	**$65,240,281**

REHABILITATION	Total	SHRA Funding	Other Funding
Multifamily Housing	$ 38,749,107	$15,380,109	$ 23,368,998
Bond Projects	$ 93,950,000		$ 93,950,000
Fainted Ladies	$ 173,526	$ 165,998	$ 7,528
Single-family Rehabilitation			
Boarded & Vacant Homes	$ 220,000	$ 220,000	
Total	**$133,092,633**	**$15,766,107**	**$117,326,526**

OWNER ASSISTANCE	Total	SHRA Funding	Other Funding
Homebuyer Assistance			
Downpayment Assistance	$34,232,470	$ 1,495,648	$32,736,822
Mortgage Revenue Bonds	$ 1,675,971	$ 15,198	$ 1,660,773
Partnership Housing	$ 148,006	$ 148,006	
Homeowner Rehabilitation			
Emergency Repair	$ 1,373,577	$ 1,373,577	
Home Improvement	$ 7,230,430	$ 7,192,095	$ 38,335
Mobile Home	$ 5,643	$ 5,643	
Retrofit	$ 997,303	$ 997,303	
Total	**$45,663,401**	**$11,227,471**	**$34,435,930**

Source: SHRA

5. RESIDENTIAL LAND INVENTORY

State Housing Law (Government Code Section 65583(a)(3)) requires an inventory of adequate sites for residential development including vacant sites and sites with redevelopment potential. It also requires an analysis of appropriate zoning and adequate services to accommodate future housing needs. The inventory should also identify sites with constraints to housing development.

This section summarizes the inventory of vacant land suitable for residential development in Sacramento. It includes an analysis of the potential residential holding capacity, buildout constraints and the appropriate densities and development standards to permit development of a range of housing types and prices to accommodate projected new construction need for all income levels. It also analyzes the potential housing supply from infill, redevelopment and reuse sites and proposed studies and annexation proposals.

5.1 CITYWIDE INVENTORY OF VACANT RESIDENTIAL LAND

Two inventories are available regarding vacant lands. First, a 1998 inventory of residential holding capacity completed by the Sacramento Area Council of Governments (SACOG). The SACOG survey identified vacant lands and infill reuse sites designated for residential uses in the General Plan or Community Plans. Second, a 1999 parcel level inventory of vacant residentially zoned sites based on the City's Geographic Information System (GIS) . Both inventories indicate that the City has an adequate supply of residential land available to meet the city's projected housing needs for single family and multi family development.

The second survey, which did not involve field research, was prepared based on the City's GIS database. This inventory identified only vacant (e.g no building improvements based on county assessor's records) land which is residentially zoned and over 2 acres in size. The 2 acre criteria was identified by housing developers as the minimum economically viable developable site that could be developed for an affordable housing project.

Both inventory approaches have validity. The SACOG inventory, which is broader in the definition of residentially designated land, allows the City to view the relative balance of land uses included in the Community Plans and General Plan based on long-term residential buildout potential The GIS survey is more current, and provides a more accurate and detailed assessment of development potential for each vacant parcels immediately available for development (served by infrastructure). Both inventories are discussed in this Chapter.

5.2 1998 SACOG RESIDENTIAL HOLDING CAPACITY

SACOG maintains a recent (1998) estimate of residential holding capacity thru the year 2022. The inventory was based on a City evaluation of residential buildout by minor traffic zone based on the adopted community and/or general plan land use designation and the reuse potential within redevelopment areas. SACOG identifies approximately 47,764 potential housing units. Table 5-1 provides a breakdown of the existing inventory, future holding capacity and vacant potential by community plan area and housing type. The relative percentage of single family units is also shown by community plan area.

Table 5-1
City of Sacramento
Residential Holding Capacity thru 2022

	Existing				Holding Capacity				Vacant		
	1998				2022				1999		
CPA	SF	MF	MH[1]	% SF	SF	MF	MH[1]	% SF	SF	MF	MH[1]
Airport-Meadowview	8,480	1,929	1	81%	11,882	2,683	1	82%	3,402	754	0
Arden-Arcade	2,601	2773	154	47%	2,773	2,774	150	47%	172	0	4
Central City[2]	2,845	15,682	0	15%	3285(2)	22,944(2)	-	12%	400(2)	7262(2)	0
East Broadway	13,400	3,831	129	77%	13,812	3,916	6	78%	412	85	-123
East Sacramento	10,638	4,641	336	68%	10,676	4,666	336	68%	38	25	0
Land Park	11,280	3,586	1	76%	11,601	3,746	-	76%	321	160	-1
North Natomas[2]	132	4	156	45%	10,181(2)	12,115(2)	160	42%	10,049(2)	12,111(2)	4
North Sacramento	12,534	4,636	678	70%	15,250	5,058	688	73%	2,716	422	10
Pocket	12,520	6,457	0	66%	13,104	6,819	-	66%	584	362	0
South Natomas	8,120	7,086	205	53%	9,659	7,330	226	56%	1,532	244	21
South Sacramento	15,569	5,493	1,522	69%	20,244	7,648	1,593	69%	4,675	2,155	71
TOTAL	98,128	56,118	3,182	62%	122,311	79,699	3,168	59%	24,183	23,581	-14

[1]MH = Mobile Homes
SF = Single Family
MF = Multi-Family

[2]Assumes Community Plan Buildout by housing types

5.3 1999 CITY INVENTORY OF RESIDENTIALLY ZONED VACANT LANDS

A second inventory of vacant residential lands over 2 acres in size utilized the City's current GIS property, zoning and land use database. This inventory does not include smaller residentially zoned parcels or parcels which are substantially vacant and under-utilized which could be developed for more intense residential uses. A parcel specific inventory was developed (August 1999) which identifies the parcel number, owner, zoning acreage, community and general plan designations and the buildout potential based on a survey of actual residential densities. Table 5-2 summarizes the results of the GIS parcel level inventory by Community Plan area. The largest supply of vacant residential land is located within North Natomas (66% of total), Airport Meadowview (12%) and South Sacramento (12%). Based on zoning, approximately 64% of the projected build-out potential is for single family development and 36% is for multi family development. This ratio is roughly the same as the current percentage of single family (62%) to multi family (34%) housing stock in the city.

Build-out estimates for vacant acreage are based on a survey of more than 80 actual planned and approved projects. Typical project densities by zoning and the conversion factors used for determining net to gross acre adjustments (e.g. land dedicated for public improvements) were based on the survey of actual projects to establish feasible buildout estimates based on market conditions (Table 5-3). Sites are considered suitable for residential development if they are zoned for residential use, have a consistent general and community plan land use designation, lack significant environmental constraints that preclude development and are anticipated to be served by infrastructure and community facilities within the time frame of the housing element.

Table 5-2
Estimated Build-out Based on the
1999 Inventory of Vacant Residentially Zoned Lands

Community Plan Area	Single Family Zoned Acreage		Multi-Family Zoned Acreage		Build-out by Housing Type[2]		Total Units	% Citywide Total
	Gross	Net[1]	Gross	Net[1]	SF Units[3]	MF Units[4]		
Airport Meadowview	612.1	468.0	11.3	9.8	3,346.0	200.0	3,546.0	12.4%
Arden Arcade	N/A	N/A	N/A	N/A	N/A	N/A	0.0	0.0
Central City	N/A	N/A	N/A	N/A	N/A	N/A	0.0	0.0
East Broadway	27.1	22.2	N/A	N/A	192.0	N/A	192.0	.7%
East Sacramento	N/A	N/A	N/A	N/A	N/A	N/A	0.0	0.0
Land Park	N/A	N/A	N/A	N/A	N/A	N/A	0.0	0.0
North Natomas	2,061.9	1,598.8	441.6	(371.5)	10,892.0		18,393.0	66.5%
North Sacramento	173.3	140.5	32.7	28.4	1,072.0	319.0	1,391.0	4.9%
Pocket Area	64.3	50.7	N/A	N/A	316.0	0.0	316.0	1.1%
South Natomas	127.5	93.5	N/A	N/A	622.0	0.0	622.0	2.2%
South Sacramento	344.9	255.2	94.3	82.0	1,845.0	1,636.0	3,481.0	12.2%
TOTAL	3,411.2	2,630.8	580.0	491.8	18,284.0	9,554.0		27,833.0

Notes:

1. Gross acreage is derived from the aggregated total acreage of all residentially zoned parcels over two (2) acres in size compiled from the City's GIS Parcel Inventory with consistent General Plan and Community Plan land uses. The conversion to net acreage was conducted on a parcel by parcel basis using the average conversion rate established for each zoning category. The average gross to net acre conversion rate was derived from a survey of pending and approved projects prepared by the City of Sacramento Planning Division in 1999. (See Typical Density and Acreage Conversion Rate Table included in Table 5-3)
2. Build-out was calculated using a typical density per net acre by zoning. The typical density per net acre by zoning was derived from a survey of pending and approved projects prepared by the City of Sacramento Planning Division in 1999. (See Typical Density and Acreage Conversion Table included in Appendix)
3. Single family build-out is based on an analysis of all R-1, R-1A, R-1-PUD, R-1A PUD series zoned parcels in the City. Because the R-2A zone is a flexible zone wherein both single family and multi-family developments occur, 50% of the build-out for R-2A was assigned to single family and 50% was assigned to multi-family for each community plan area.
4. Multi-family build-out is based on an analysis of all R-2, R-2A, R-2B, R-3, R-3A, R-4 and R-5 zoned parcels in the City only sites with consistent Community Plan and General Plan land use designations included. Because the R-2A zone is a flexible zone wherein both single family and multi-family developments occur, 50% of the build-out for R-2A was assigned to single family and 50% was assigned to multi-family for each community plan area.

Table 5.3
Typical Densities and Acreage Conversion Factors
By Type of Zoning

Zoning	Typical Density Per Net Acre	Typical Gross to Net Acre Conversion Rate
R-1	5.93	0.82
R-1 A PC-PUD	7.10	0.68
R-1 A PUD	7.10	0.68
R-1 PC	5.93	0.82
R-1 PUD	5.23	0.82
R-1A	7.94	0.79
R-1A SPD	7.94	0.79
R-1A-EA-3	7.94	0.79
R-1A-EA-4	7.94	0.79
R-1A-H	7.94	0.79
R-1A-PUD	7.10	0.68
R-1A-R	7.94	0.79
R-1A-R-PUD	7.10	0.68
R-1B	7.87	0.82
R-1B-SPD	7.87	0.82
R-1-EA-2	5.93	0.82
R-1-EA-3	5.93	0.82
R-1-EA-4	5.93	0.82
R-1-R	5.93	0.82
R-1-SPD	5.93	0.82
R-2	13.80	0.87
R-2A	13.80	0.87
R-2A-PUD	13.80	0.87
R-2-A-PUD	13.80	0.87
R-2A-R	13.80	0.87
R-2B	20.28	0.87
R-2B-PUD	20.28	0.87
R-2B-R	20.28	0.87
R-2B-R-EA-4	20.28	0.87
R-2B-R-PUD	13.80	0.87
R-2-R	13.80	0.87
R-2-R-EA-4	13.80	0.87
R-2-R-EA-4	13.80	0.87
R-3	27.93	0.85
R-3A	23.47	0.92
R-3A-SPD	23.47	0.92
R-3-EA-2	27.93	0.85
R-3-EA-3	27.93	0.85
R-3-EA-4	27.93	0.85
R-3-PUD	27.93	0.85
R-3-R	27.93	0.85
R-3-R-EA-4	27.93	0.85
R-4	29.93	0.88
R-4-PC	29.93	0.88
R-4-PUD	29.93	0.88
R-4-R	29.93	0.88
R-5	82.51	1
R-5-R	82.51	1

NOTE: Typical rates are based on a survey of 80 pending and approved residential projects conducted by the City PlanningDivision,1990 thru1999, and adopted gross to net conversion factors.

5.4 ZONING AND PLAN LAND USE RELATIONSHIP TO SITES

Map 5-1 shows the distribution of vacant multi-family and single family zoned sites over 2 acres in size. Sites which have an inconsistent general plan or community plan land use designation are also identified. In instances where a vacant site has residential zoning but also has an inconsistent applicable general or community plan land use designation (e.g. future park, school or non-residential use), the site was excluded from the development potential calculations and zoning summary (Tables 5-2 and 5-4). Approximately 75 acres of multi family zoned land is inconsistent with the applicable general plan or community plan land use category. In cases where the zoning designation is inconsistent with the general plan or community plan land use designation and a discretionary entitlement required for the project, usually the plan designation prevails and the discrepancy is reconciled when a development application is approved by the City.

Generally to determine what land uses are permitted on a specific site, the type of land use shown on the General Plan for the site in question is matched with the proper line under General Plan designation (see General Plan Implementation Section 9; Land Use and Zoning Consistency Matrix; Table 1). The General Plan land use designation is not intended to provide an exact correspondence with the site specific zoning; rather the intent of the designation is to show the general relationship of the various land uses. The General Plan land uses have been developed in a manner to allow the broadest range of a particular type of use within the designation. Specific uses and density ranges are identified by Community Plan (see the Community Plan/ General Plan Land Use Matrix (Section 9;Table 2) and zoning designations.

For example, the Community Plan/General Plan Land Use Matrix considers the Low Density Residential General Plan designation (LDR 4-15 units/net acre) consistent with the Medium Density Residential North Natomas Community Plan designation (7-21 du/na). This is because the General Plan designation provides a broad density range that overlaps the target density for the community plan designation (12 units/net acre). The R2-A and R2-B zones are consistent with the North Natomas Community Plan Medium Density land use designation based on the Zoning Conformance table in the North Natomas Community Plan (page 95). This designation allows the density and housing types permitted in the R2A and R2B zones.

When matching the zoning and the land use designation, some residentially zoned parcels have a small portion of the site (less than 10%) with a Parks/Open Space (OS), Public/Quasi Public or Water (Drainage Basin) General or Community land use designation. The residential build out calculations (Tables 5-2 and 5-4) were adjusted to accurately reflect net build able acreage for the remainder of the site that has development potential. In other words, the portion of the site that may involve a public dedication of land was eliminated from the unit potential calculation.
The typical densities and typical gross to new acre conversion rates (Table 5-3) were used to adjust the parcel size to a develop able lot size to estimate development potential for each parcel. The applicable zone density is multiplied by the net acreage to establish the buildout potential for each residential zoned site in the city. Since the R2A zone allows both single family and multi family units, half the R-2A zoned parcels buildout potential was assigned to multifamily units and half to single family units based on the survey of actual projects in the R2A zone. Higher densities were used for multifamily buildout versus single family development based on the project survey.

The gross acreage figures in Tables 5-1 and 5-2 have been revised to reflect only that portion of each parcel with a consistent General Plan or Community Plan land use and zoning designation.

Consequently, this is a conservative estimate of the city's residential land inventory as of September 1999. Additional sites are routinely added to the inventory through rezonings to assure consistency between zoning and community or general plan land use designations.

The build out calculations are based on a survey of densities for approximately 80 projects approved or proposed since 1990 (Table 5-3). The project densities by zone were combined to determine a typical density per net acre for each zone district. A gross to net acreage calculation was used to reduce the parcel size to a developable lot size to determine actual development potential. The applicable zone density is multiplied by the net acreage to establish the buildout potential for each residential zoned site in the city. Since the R2A zone allows both single family and multi family units, half the R-2A zoned parcels buildout potential was assigned to multifamily units and half to single family units based on the survey of actual projects in the R2A zone. Higher densities were used for multifamily buildout versus single family development based on the project survey. A complete list of each parcel's buildout potential is available from the Planning Division.

Map 5-1

City of Sacramento Residentially Zoned Vacant Land Greater than 2 Acres

Table 5.4 indicates the number of parcels, amount of developable vacant land and dwelling unit potential by residential zone. Most of the city's single family residential acreage is within the R-1 and R-1A zones. The majority of the multi family acreage is within the R-2B and R-3 zones. All development projects in the City of Sacramento are subject to zoning regulations in the City Zoning Ordinance and are reviewed by staff for compliance with the goals, policies and land use designations of the General Plan and any applicable community plan.

Table 5-4
No. Of Parcels, Acreage, And Dwelling Unit Potential
Of Vacant Residential Zoned Land, August 1999

	Residential Zones										
		R1	R-1A	R-1B	TOTAL SINGLE FAMILY ZONES	R-2A (1)	R-2B	R-3	R-4	TOTAL MULTI FAMILY ZONES(2)	TOTAL ALL ZONES
# Parcels		119	135	2	269	13	30	15	1	60	329
Gross Acres	70	1575	11,740	18	13,403	112	313	127	18	570	13,973
Potential Units	35	7222	10,912	115	18,284	670	5382	3039	464	9559	27,843

Source: August 1999 City of Sacramento GIS Inventory of vacant residential sites over 2 acres.

(1) R-2A is a flexible zone. Actual buildout was assigned 50% single family and 50% multi family.
(2) Includes residential zones included in Table 5-2 calculations. Doesn't include sites or portions of site with inconsistent with the General Plan or Community Plan land use designation.

Table 5-5 compares the range of densities allowed by the applicable community plan or general plan land use designation, the typical density for the zone based on a survey of approved or proposed projects in the City, and zoning categories consistent with community and general plan designations based on the consistency matrix. The applicable Community Plan or General Plan land use category establishes a minimum and maximum density range for each residential site. The applicable plan land use density range when combined with the applicable zoning determines the type, density and development standards for each housing site. The North Natomas Community Plan, Airport Meadowview, South Sacramento and and South Natomas Community Plans also establish a target average density which is the overall average density goal for the neighborhood or within a Planned Unit Development or Village. Staff uses the target density as a guideline to ensure that the overall PUD includes a mixture of housing developments with different housing types, densities and affordability options.

Table 5-5
Residential Zoning And General Plan/community Plan Land Use Consistency

Zoning	Typical Density per Net Acre*	Target Average Density per Net Acre	Consistent General Plan Designation	Consistent Community Plan Designations
R-E[1]	1.0	4.0	VERY LOW	Very Low Density (Rural Estates) 1-4 du/na
R-1[1]	5.9	8.4	LOW	Low Density 4-8 du/na
R-1A[1]	8.0	8.4	LOW	Low Density 4-8 du/na
R-1B[1]	7.9	N/R	LOW	Low Density 4-8 du/na
R-2[1]	13.8	16.8	LOW	Medium Density 7-21 du/na
R-2A[1 2]	13.8	17.4	MEDIUM	Med. Dens. 7-21 du/na, 11-21 du/na, 11-29 du/na & High Density 16-29 du/na
R-2B[1 2]	20.3	21.8	MEDIUM	Med. Dens. 7-21 du/na, 11-21 du/na, 11-29 du/na & High Density 16-29 du/na
R-3[1 2]	27.9	29.0	MEDIUM	Med. Dens. 7-21 du/na, 11-21 du/na, 11-29 du/na & High Density 16-29 du/na
R-3A[1 2]	23.5	36.3	HIGH	High Density 30+ du/na
R-4[1 2]	29.9	58.0	HIGH	High Density 30+ du/na
R-4A[1 2]	29.9	58.0	HIGH	High Density 30+ du/na
R-5[1 2]	82	174.2	HIGH	High Density 30+ du/na
R-O / RMX[1 2]	36.0	36.3	HIGH	High Density 30+ du/na

1 Single Family residential permitted by right
2 Multiple family residential requires R Review

Source: General Plan Implementation Chapter, Sec 9-4, 9-8, 9-9.The General Plan and each community plan includes a consistency matrix which identifies the zoning district and the consistent land use category.

Emergency Shelter and Transitional Housing for the Homeless

The adequate sites analysis for emergency shelters and transitional housing should identify sites available for immediate development to address the city's needs and objectives. Shelters should be located within reasonable proximity to public agencies and transportation services, on sites that do not require unusually high development costs, and are consistent with the general plan designation, site zoning and applicable parking, design and development standards.

The City has developed an inventory of sites suitable for emergency shelters and transitional housing that are located within industrial zones and within walking distance (1000') of a light rail station or bus stop. Approximately 16 acres of land is required (assuming 22 units/acre) to address the city's share of the homeless shelter and transitional housing need (352 families and individuals

per Table 3-24). The land inventory identifies a sufficient amount of vacant land or land with reuse potential that could be suitable for homeless shelters or transitional housing. Transitional housing opportunities include SRO's, cottage units, and other alternative living arrangements with support services. The site inventory is maintained by the City Planning Division. The following Table 5-5a summarizes the characteristics of potential emergency shelter and transitional housing sites that meet the locational criteria (no closer than 500' from parks, schools or churches, or single family residential zones).

Table 5-5a
Characteristics of Potential Emergency Shelter and Transitional Housing Sites

Zone	# Acres Vacant	# Acres Redevelopable	Typical Parcel Size	Community Plan Area
C-4	1.25	.90	.5	East Broadway
M-1	65.6	19.9	1.0	North Sacramento Arden Arcade
M-2	835.5	197.7	6.4	East Broadway South Sacramento North Sacramento
Total	902.3	218	4.5	

These potential emergency shelters sites are accessible by public transportation. The City and County provides mobile food services to the mentally ill homeless population through the HOPE program.

Transitional housing accommodations include apartment units, cottage housing, rooming and boarding homes. The desirable size of the units varies with the need from small group living arrangements of 6 or less in single family homes to medium size occupancy hotel or apartments. Transitional housing typically is provided for an extended period of time (e.g. 18 months), and generally involves the integration with other social services and counseling services to assist in the transition to self sufficiency. The City conditionally permits apartments, duplexes, rooming and boarding houses in commercial and residential zones (see Table 6-1 and 6-2) which serve the transitional housing needs of individuals and families. The inventory of multi-family residential zoned vacant sites is included in Tables 5-1 and 5-2.

Sacramento conditionally permits emergency shelters for the homeless in all zones with special permit review and approval. The city will consider locational criteria, minimum development and design standards and a review process to address potential project impacts and over concentration issues.

5.5 RELATIONSHIP TO POTENTIAL CONSTRAINTS

As required under State law, sites identified for residential development in the City were analyzed to determine their relationship to public facilities, services and existing or potential physical constraints to potential development. Most potential constraints are considered less than significant mitigation measures can be approved with the project. Less than significant potential constraints include sites located within higher ambient noise levels and irregular parcel configurations. Innovative site planning and the use of certain materials can mitigate these environmental

constraints.

Potentially significant constraints such as site contamination from hazardous materials, wetlands and habitat species mitigation, and the risk of flooding, may involve more expense and time associated with the project approval. The City provides financial assistance (e.g. Brownfields grants or loans) to fund toxics remediation studies. Habitat mitigation fees are required for residential sites within North Natomas and some sites within the Jacinto Creek Special Planning Area (South Sacramento) may need to address wetlands or habitat impacts. Typically, developers will mitigate for wetlands or habitat impacts thru participation in a habitat conservation plan and by obtaining approvals from the appropriate state and federal permitting agencies.

Noise Constraints

The Health and Safety Element of the General Plan identifies major freeways, railroads and various regional airports as the three major noise sources in the City of Sacramento. Staff found that those transportation-related noise sources may impact approximately 6,061 potential housing units. However, the city applies standard mitigation measures to reduce noise exposure. Developers could mitigate potential noise problems to acceptable levels through site planning and construction modifications. Noise exposure is mitigated at marginal costs incurred through better construction techniques, changes in building orientation and site design layout, soundwalls and the use of noise-reducing or noise-eliminating materials.

Flood Constraints

Natomas Flood Protection Status: A local flood control project under the direction of the Sacramento Area Flood Control Agency (SAFCA) has been completed by 1998 granting North and South Natomas a 100-year level of flood protection. Consequently, the FEMA flood insurance rate maps have been revised by FEMA and the City now allows residential development to occur in the Natomas area.

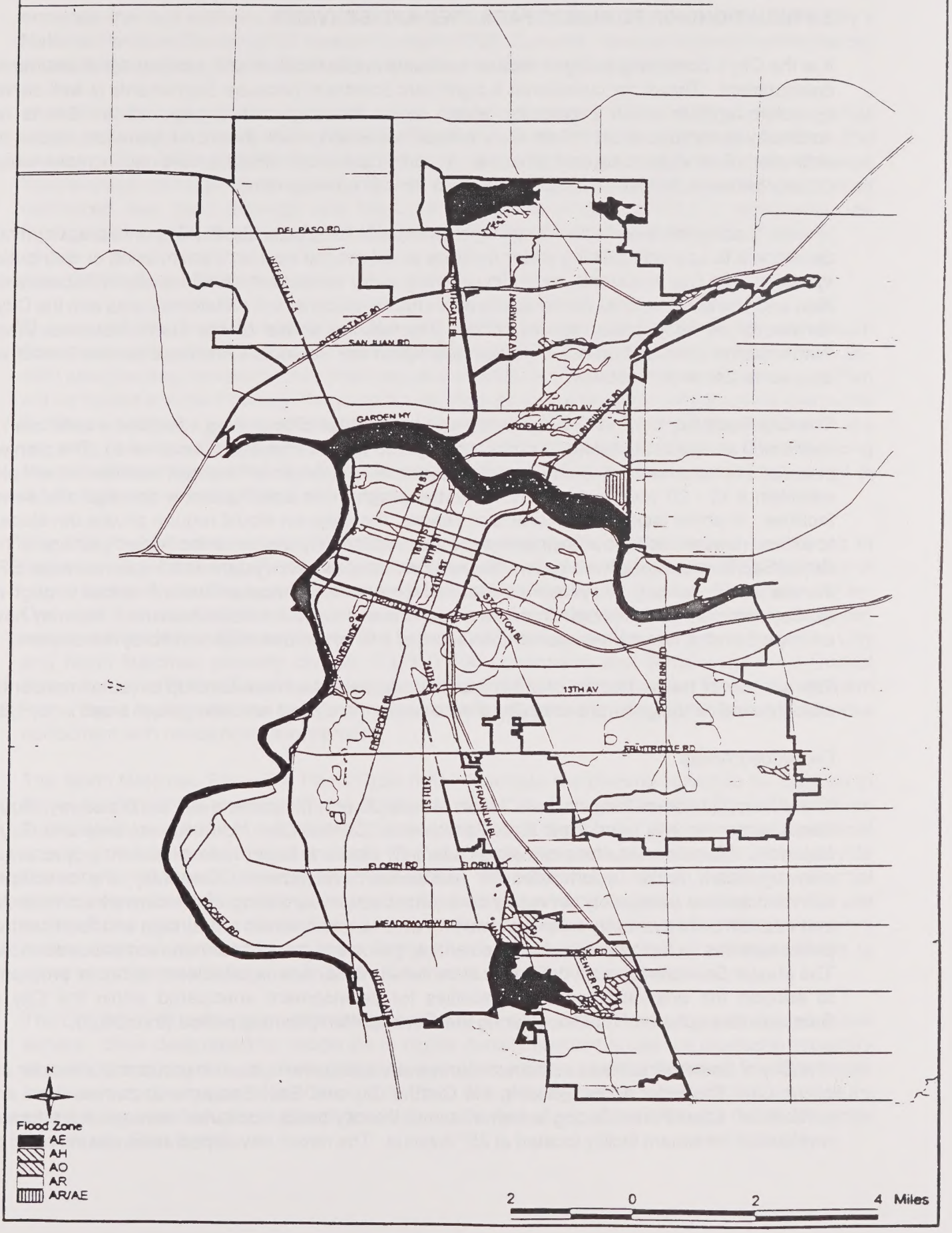
Citywide Flood Protection Status: On January 5, 1998, FEMA issued notice to the City of Sacramento that it will re-map certain portions of the City into a special hazard flood zone designated as AR, which stands for restoration zone. This new flood designation replaces the current flood designation of A99. The AR zone is defined as: An area of special flood hazard that results from the decertification of a previously accredited flood protection system that is determined to be in the process of being restored to provide a 100-year or greater level of flood protection. Approximately two-thirds of the City is located within the AR flood zone. Development standards in this zone require that all new residential development be elevated three feet above the highest adjacent grade, or to the base flood elevation, whichever is lower. The Department of Utilities recently submitted a letter to the Federal Emergency Management Administration (FEMA) requesting the all areas of the City designated with the AR flood zone be changed to A99. This request is based on: re-evaluation of river flows by the Corps of Engineers, flood control measures implemented to date, and future flood control measures recently funded by Congress (including American River Levee improvements and re-operation of Folsom Dam). The change to an A99 designation would remove development restrictions, but would still require the purchase of flood insurance.

Map 5-2 shows the current City of Sacramento Flood Zones based on the Flood Insurance Rate maps issued by FEMA on July 6, 1999. The various flood zone designations are as follows: AE - Base flood elevations determined; AH - Flood depths of 1-3 feet (usually areas of ponding); base flood elevations determined; AO - Flood depths of 1-3 feet (usually sheet flow on sloping terrain); average depths determined. For areas of alluvial fan flooding; velocities also determined; AR - Area of special flood hazard which results from decertification of a previous accredited flood protection system which is determined to be in the process of being restored to provide a 100-year or greater level of flood protection; AR/E - Floodway areas.

The city provides technical and design assistance to assist developers. Developers have complied with the three foot elevation requirement through site design, grading and land fill. These requirements have not constrained the development of these sites for residential use.

Map 5-2

City of Sacramento Flood Zone Map



5.6 RELATIONSHIP TO PUBLIC FACILITIES AND SERVICES

It is the City's continuing policy to require adequate public facilities and services for all residential development. This is not considered a significant constraint because Sacramento is well-served by public facilities which encompass water, sewer, drainage and transportation. Efforts are underway to improve or extend services in those areas which lack them and, therefore, allows the extension of services to be cost effective. In some cases cost effectiveness can increase where density bonuses and fee reductions are given for infill development.

In order to adequately serve the remaining residential holding capacity, the City encourages private developers to upgrade existing water facilities or extend the nearest transmission or distribution systems. The City is currently extending existing water systems in certain areas of Sacramento. New and improved facilities will be able to serve future residents in the Natomas area with the City's revision of its flood policy requirements. The second phase of the North Natomas Water Transmission Main and further improvements within the Natomas West Assessment District will also serve future city residents.

The City Flood Control and Sewer Division is in the process of preparing a facilities master plan to define and assess critical sewer and drainage system areas throughout Sacramento. The plan will prioritize critical areas based on urgency and cost effectiveness of required facilities. It will also establish a 10 - 20 year long term rehabilitative program for existing storm drainage and sewer facilities. In areas lacking storm drains or sewers, the program would require private developers to extend needed facilities at their own expense. Additionally, because the "older" portions of the City of Sacramento are served by an antiquated combined sewer system which does not meet EPA standards, this century old system is scheduled for renovation, most probably financed through an assessment district. Although final financing plans and costs are not established, this may have an impact on the fee and assessment structure of infill and reuse sites served by the system.

The analysis of the availability of public facilities and services in relationship to vacant residential sites focuses on the general availability of services by developed and new growth areas in the City.

Developed Areas

The developed communities include Arden Arcade, Airport Meadowview, East Broadway, South Sacramento, Pocket, Land Park, East Sacramento, Central City, North Sacramento and South Natomas. These communities contain smaller infill sites and larger redevelopment project areas with significant reuse opportunities for residential development. Generally, the developed communities are adequately served by core infrastructure consisting of the networks of collector and arterial roadways, utility services including water sanitary sewers, drainage and flood control, public services including solid waste, fire service, police service and park and recreation services. The Master Services Element defines in more detail the service capabilities and capital programs to support the projected service capabilities for development anticipated within the City of Sacramento's sphere of influence during the General Plan planning period (thru 2006).

The City of Sacramento has a combined storm water and sewer system in portions of the older are of the City. The older areas including the Central City and East Sacramento communities and portions of Land Park. During extreme storms the city treats combined sewage at it's former wastewater treatment facility located at 25th Avenue. The newer developed areas are serviced by

separate drainage systems. Storm water quality enhancement measures are required by the City's National Pollution Discharge Elimination System (NPDES) permit. New development within the city is required to reduce Storm water pollution to the maximum extent possible.

In addition to new growth areas and under developed communities needing services, small developed neighborhoods throughout the City are in need of improved drainage facilities and services. The 1993 Utility Infrastructure Report listed 38 priority drainage and storm drainage basins where drainage needs are most urgent. Portions of South Sacramento and Morrison Creek watershed also need drainage and flood control improvements. SAFCA is considering the formation of assessment districts in both areas to finance drainage improvements.

New Growth Areas/North Natomas

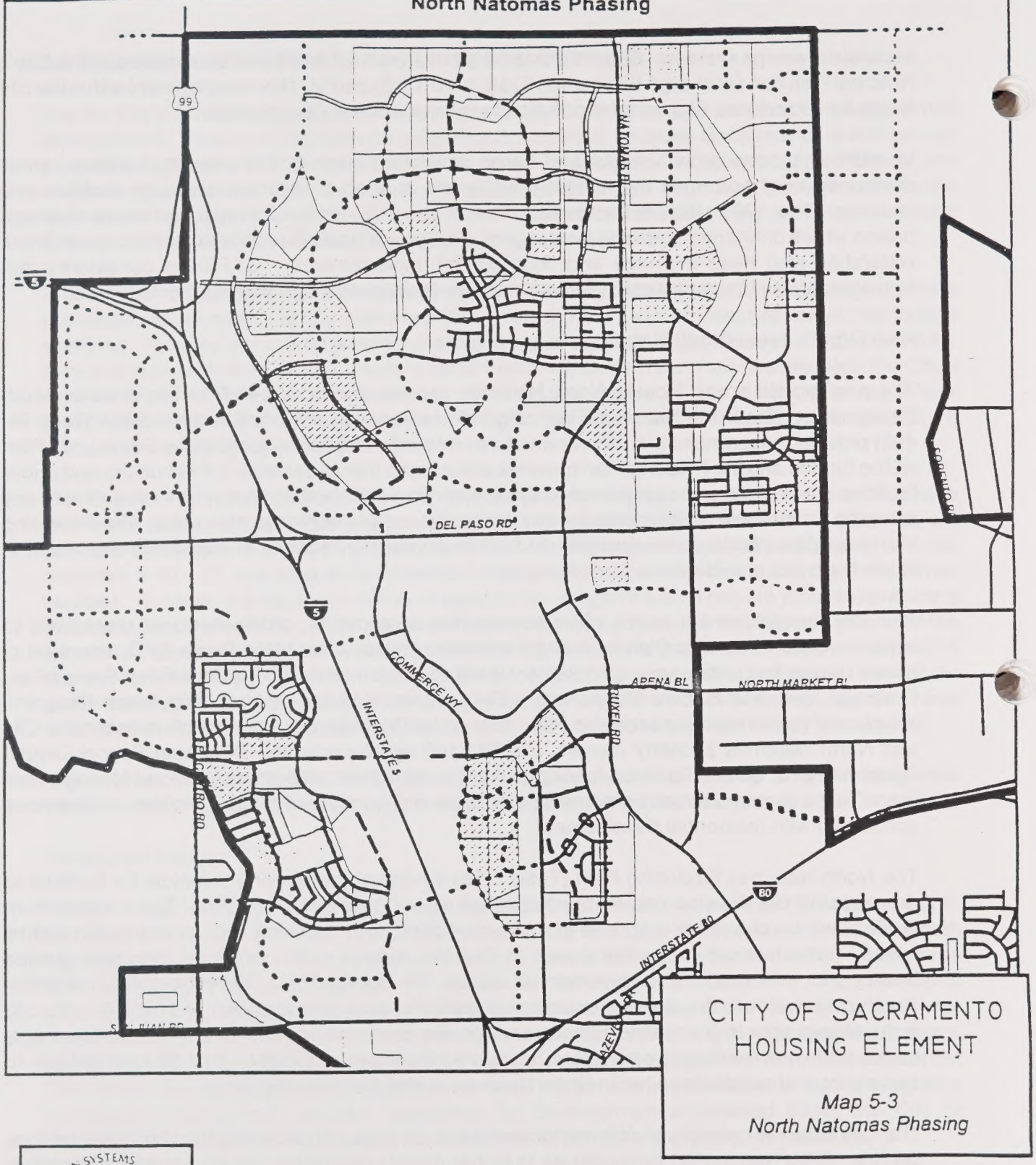
The new growth areas include North Natomas and the Jacinto Creek Planning Area in South Sacramento. The North Natomas Financing Plan , adopted by the City Council in 1994 (Reso 94-495) provides assurances that all infrastructure and public facilities required in the Community Plan will be funded and the Phasing Plan provides assurances that all essential infrastructure and public facilities are in place and operational to serve each phase of development prior to approval of any rezoning or land use entitlements for any residential project within the plan area. The Financing Plan identifies infrastructure facilities and other community facilities to support development in North Natomas and identifies funding sources.

The City has adopted a series of implementation agreements, ordinances and resolutions to implement the Financing Plan including Formation of Area-wide Mello Roos CFD, approval of nexus studies and ordinances to implement the North Natomas Public Facilities Fees, Transit Fee, Drainage Fee, and Habitat Conservation Fees, implementation of Land Acquisition Program, adoption of the Habitat Conservation Plan, approval of Development Agreements between the City and North Natomas property owners, City/RD 100 agreements and Developer/School District Agreements for School Facilities funding and approval of the Comprehensive Flood Management Plan. These implementation agreements assure the timely provision of public facilities and services concurrent with residential development.

The North Natomas Financing Plan (Table 5-5b) describes the phasing schedule for facilities to serve residential development in the North Natomas Community Plan area. The infrastructure facilities will be phased in response to the market demand for housing and commercial/industrial space. Infrastructure is market driven in that the development generates fees that provide financing for infrastructure as development occurs. The relationship of North Natomas residential development sites to the planned extension of road improvements is shown on Map 5-3. If a site is developed prior to the planned improvements, the developer may complete the improvements earlier and seek reimbursement later. Adequate infrastructure capacity is or will be available to serve potential residential sites in North Natomas during the planning period.

The City seeks to optimize multifamily opportunities on sites with proximity to public transit or bus service. Sites designated for moderate to higher density residential use are located in proximity to public transportation. In North Natomas, development of a community based on high transit services is a primary goal of the Community Plan. The phasing plan for transit service provides for express bus service to serve transit needs during the first phase of development (North Natomas Community Plan p. 44).

MAP 5-3
North Natomas Phasing



Symbol Legend:

- To Be Built By: 2003
- To Be Built By: 2005
- Future Streets Beyond 2005
- Existing Streets
- City Limits
- Vacant Residential Multi Family
- Vacant Residential Single Family

1000 0 1000 2000 Feet

N

housing_element.apr
March 3, 2000
R.R.

Table 5-5b
North Natomas Financing Plan

Figure12
North Natomas Financing Plan
Projected Phasing of
Major Infrastructure Improvements & Facilities

Structure/Description	Phase	Estimated Year (1)
Truxel Interchange		
Overcrossing	I	1996
Auxiliary Lanes	I	1996
Market Interchange		
Construct Interchange	II	2007
I-5 @ Del Paso to I-80 1st Aux. Lane	II	2007
Stripe NB Exit for 2 Lanes	II	2007
I-80 2nd Auxiliary Lane	IX	2021 +
Northgate Interchange		
2 Lane EB Exit	I	1996
Improve WB Off-Ramp	VI	2010
Del Paso Interchange		
Existing Improvements		
Aux. Lane @ SB Loop On-Ramp	II	2007
I-80/I-5 Interchange		
SB 2 Lane Exit From I-5	II	2007
Construct Ramp for EB to NB Traffic	III	2010
Elkhorn/SR 99 Interchange		
Expand Interchange to 6 Lanes	V-B	2005
W. El Camino/I-80 Interchange		
Widen Overcrossing to 4 Lanes	IV	2008
HOV / MAINLINE LANES		
I-80 @ Northgate to I-5		2005
I-5 @ Del Paso to I-80		2005
99 @ Elkhorn to I-5		2005
I-5 @ 99 Jct to Del Paso (NB)		2005
I-80 @ I-5 to El Camino		2021 +
Overcrossings		
A Street	VII	2008
South Loop Road	VIII	2015
El Centro	VIII	2021 +
Meister Way - w/LRT Lanes	VIII	2021 +

Facility/Improvement	Phasing	Estimated Year (1)
Roads	As Development Proceeds	annually
Freeway & Parkway Landscaping	As Development Proceeds	annually
Fire Stations	1st @ 40% Buildout	2006
	2nd @ 60% Buildout	2010
Library	Facilities phased in over buildout with facility constructed at 80% buildout	2018
Police Substation	30% of Buildout	2003
Bikeways	As Development Proceeds	annually
Shuttles	One Per Year from 1st Year	1996 - 2005
Planning / Studies Reimbursement	As Development Proceeds	annually
Neighborhood/Community Park Development	As Development Proceeds	annually
Master Drainage Improvements	50% of Buildout	2007
RD 1000 Facilities	1st Stages if Necessary	1996
Drainage Basin Facilities	As Development Proceeds	annually
Sewer System	As Development Proceeds	annually
Water Transmission & Treatment	As Development Proceeds	annually
Flood Control - Levees "Local Project"	Before Development Can Proceed	1994 - 1995

"phasing"

(1) Timing will vary depending upon the amount and location of development.

5.7 POSSIBLE ACTIONS TO INCREASE HOUSING SUPPLY AND DIVERSITY

There are various actions which the City could undertake to increase its housing supply and encourage development of diverse housing types throughout Sacramento. Those actions are discussed later in this Update. Housing supply and diversity could also be achieved by completing ongoing reuse/redevelopment and annexation studies and identifying housing opportunities adjacent to the light rail transit corridors.

Sites for a variety of housing types: Large parcels of vacant residential land

A variety of housing types contributes towards neighborhood stability by offering more affordable and move-up homes and accommodating a diverse income mix. The City could promote affordable housing opportunities for all households by requiring a mixture of housing types and styles throughout the City on large contiguous parcels of land. Table 5-5 shows 314 parcels within the City comprising two or more acres in the outlying growing communities. The residential land inventory showed numerous undeveloped parcels over 30 acres remaining in Sacramento.

Although not inventoried, there might also be contiguous smaller parcels of vacant land comprising a minimum of ten acres that would be appropriate for multiple housing types. However, circumstances (such as multiple owners) might interfere with application of this policy to smaller abutting parcels.

Table 5-6

Vacant Residential Parcels By Parcel Size						
	2-5 Acres	5-10 Acres	10-20 Acres	20-30 Acres	30 + Acres	Subtotal
Multi-Family Zoned	21	28	15	6	2	72
Single Family Zoned	98	59	44	16	27	202
Total	119	85	59	26	29	314

Source: August 1999 GIS inventory of residentially zoned vacant sites over 2 acres

Various adopted community plans contain policy recommendations to provide a mixture of housing types in large residential subdivisions. Each community plan addresses circumstances unique to its area which might affect implementation of the housing type requirement. For instance, the 1986 South Sacramento Community Plan proposes diversification of housing types with the intention of addressing unmet housing needs of households at both ends of the income spectrum. The Plan assumes that more variation in housing type would offer diversity in housing price, style and size, thereby diversifying the existing landscape of predominantly entry-level homes in South Sacramento. Plan policy requires developers to provide two or more housing types for projects of 20 or more acres, and three or more housing types for projects comprised of parcels 30 or more acres.

The 1988 South Natomas Community Plan contains similar requirements to promote a variety of housing types in residential subdivisions of 20 acres or more. The multiple housing type policy for South Natomas and South Sacramento also promotes upscale housing. To ensure neighborhood diversity and stability, the City Council established guidelines for proportions of housing types in

large subdivisions and residential projects. The plan requires three or more housing types in medium and high density projects of 30 gross acres or more. Two or more housing types are required in medium and high density residential projects of 20 to 29 gross acres. The Council amended the plan in May 1993 to require developers of new low density housing to provide upscale housing through lower densities or additional amenities via the PUD process. Also, the policy provides for three or more housing types in medium to high density projects of 30 acres or more and two or more housing types in projects of 20 to 29 acres. Because of the high percentage of multi-family rental housing in South Natomas, the City Council amended the plan to encourage development of single family and ownership housing.

The North Natomas Community Plan, updated in 1994, contains policy requiring a variety of housing types in each neighborhood. As a guideline to ensure that variety, the maximum percentage of any dominant housing type should be 85 percent of the units in a project and the minimum of any minor housing type should be 5 percent. Furthermore, the NNCP includes policies to promote a balance of residential densities within each neighborhood by establishing a target average density for residential land use category. Homebuilders are encouraged to be innovative and responsive to changing lifestyles of future residents and trends towards transit, telecommuting and zero emission vehicles. The ongoing planning effort for North Natomas is expected to reinforce the housing type diversity policy.

Although certain communities might have circumstances outweighing the need to provide housing type diversity, the City should consider a multiple housing type policy on smaller parcels. As available land in Sacramento becomes scarcer, the City should consider adopting policy requiring housing type diversity for projects of ten acres or more. Given the City's parcelization pattern, restricting this policy to large parcels (20-30 acres or more) would have a limited application and result in fewer residential subdivisions with a mix of housing choices.

Potential Supply From Redevelopment Land Use Plans and Annexation Proposals

Redevelopment is a strategy of the General Plan to encourage private and public investment within undeveloped, blighted or underutilized areas within the City. Because redevelopment may also achieve greater land use densities and intensities, it is anticipated that redevelopment will increase the residential holding capacity of the city. Also, infill areas exist within the existing urban areas of the city. A 1997 survey found over 4000 residential parcels that are located within designated infill areas, redevelopment areas or water development fee waivers. Affordable housing proposals on infill sites may be eligible for fee reductions and other regulatory concessions.

There is a potential for more than 13,100 additional housing units to be developed over the next 35 years based on several adopted plans. This potential housing supply is based on approved land use plans adopted by the City Council. Table 5-6 shows the maximum potential supply of housing that could be available in Sacramento over the next 35 years through adoption of land use studies, redevelopment or annexation. Each of these areas will require further policy consideration and appropriate environmental review by the Council before final action can be taken.

Table 5-7
Long Range Maximum Potential Housing Capacity of Mixed Use, Redevelopment And Annexation Sites

Proposed or Adopted Specific Plans/Rezonings		Number of Potential Units
Central City Plans	Railyards	2,700
	Richards Boulevard Area	3,860
	Central City Housing Strategy Rezonings (Phase I & II)	900
	R Street Corridor	2,400
Annexations		
	North Natomas Sphere Portion*	3,359
Total		13,069

Source: Neighborhoods, Planning and Development Services Department adopted plans.

The majority of the key redevelopment sites are in the Central City and are the subject of four separate planning studies focusing on redevelopment: Railyards Specific Plan, Richards Boulevard Area Plan, R Street Corridor Plan and Central City Housing Strategy Study. The first two Plans involve the redevelopment of industrial land to mixed uses. The R Street Plan and Housing Strategy identify several actions the City and the Sacramento Housing and Redevelopment Agency could undertake to preserve existing housing and increase the area's housing capacity. The R Street Corridor Plan and zoning, and first phase of the implementation program for the Housing Strategy has been adopted.

The balance of the Central City and R Street could accommodate an estimated 3,300 maximum additional units through implementation of the Central City Housing Strategy Study. Implementation of the Strategy entails rezoning and plan amendments to 1) increase the supply of residential land, 2) promote housing in neighborhood commercial corridors through entitlement and fee incentives and 3) ensure that new commercial development within or adjacent to residential neighborhoods is compatible in terms of size, scale and use. Another implementation measure for the Central City Housing Strategy allows residential by right in some commercial zones rather than by the special permit process. That measure involves creation of a neighborhood corridor overlay zone that would encourage integration of housing in neighborhood commercial areas. Implementation of these measures will mitigate some governmental constraints that might discourage housing development due to lengthy and costly permit processing.

Other redevelopment efforts in the Central City could produce additional homes. Reuse of the R Street Corridor, increasing densities of specific sites and rezoning other sites to residential is expected to result in additional units. Modification of the Zoning Ordinance to permit mixed use in designated parts of downtown could also help meet local housing needs.

The major reuse project is the development of the Railyards and Richards Boulevard

Redevelopment Area. This long-term development is beyond the scope of the element's planning period. However, the eventual redevelopment of this industrial area offers a singular opportunity to significantly increase housing in the Central City, and thereby strengthen downtown Sacramento's role as a place to live and work. The Southern Pacific Railyards Master Plan devotes approximately 32 acres of land to residential use for a potential of 2,700 housing units while the adjacent Richards Boulevard area has a potential maximum capacity of 3,860 new housing units.

Besides the Central City, Sacramento has other reuse sites. Most of them are underutilized nonresidential land that could undergo development within a five-year time frame. Pending and anticipated annexation proposals will also result in additional residential land for the City within the next five years.

The City encourages the development of mixed use projects, particularly on sites within close proximity to public transit facilities, which offer the possibility of additional housing. That approach would provide housing on otherwise nonresidential sites. In addition to new construction of mixed use projects, conversion of single use projects to commercial and residential uses could achieve the City's overall housing, employment, and air quality goals. The City has recently rezoned sites within the Central City to encourage development of housing in conjunction with commercial uses.

Potential Residential Opportunities Within Light Rail Corridors

The City is considering ways to satisfy market demand for lower density single family subdivisions while preserving sites for medium and higher density housing. One solution would be to maximize housing density near transit. In addition to meeting housing need, this land use strategy would promote transit usage and other alternative modes of transportation. Some sites within close proximity (quarter to half-mile radius) to existing and future public transit stations might be appropriate for higher residential densities. Higher densities and mixed use projects within close walking distance of transit centers are more efficient land uses that support public transportation and air quality objectives.

Table 5-8 shows additional housing units that could be built if the City required development of vacant residential parcels within a ½ mile radius of light rail stations (both existing and proposed) to occur at the density mid-range of the current land use designation. The remainder of vacant residential land in the community plan area is assumed to be developed at the minimum density of the existing land use designations. The table shows the increased density potential along light rail extensions for the growing communities in the vacant land inventory update. However, the City could apply this policy to other communities which have existing or future light rail stations. North Sacramento neighborhoods with existing light rail stations are currently the focus of a planning process to promote revitalization and transit use.

The projected holding capacity for vacant residential land in Airport Meadowview, North Sacramento, Pocket, South Natomas and South Sacramento is 24,089 housing units. By developing at mid-range densities within a half-mile radius of light rail stations, there is a potential yield of 3,922 additional housing units which would give the City an opportunity to better accommodate its housing needs and achieve air quality and transportation objectives. An eighth or quarter-mile radius for more intense development might be more feasible than a half-mile radius. The mid-range or target average density was previously established in the 1993 North Natomas Community Plan. Therefore the anticipated number of dwelling units from future development in North Natomas was already included in the vacant land/potential unit calculations and not included in the potential yield calculations.

Regional Transit's Draft Transit Master Plan identifies preferred standards for compatible land uses around light rail stations and requires minimum residential densities within transit corridors and stations. As a way to improve transit system usage, Regional Transit calls for strengthening the link between land use patterns and the transit system. (Sacramento Regional Transit District, Transit Master Plan, April 1993, pp. 7-3). The City could consider Regional Transit's objectives to increase the potential transit market. Separate analysis and study of each area within a specific radius of light rail could identify opportunity sites for housing, mixed use or other compatible uses.

Other Potential Sites

Older industrial areas and future office/commercial sites in Sacramento have housing potential and warrant exploration. The Union Pacific Railyard site (Curtis Park West), a former industrial area adjacent to an existing residential neighborhood, is the subject of a current master plan process. There are other sites throughout the City, especially in older neighborhoods, that have similar outmoded uses with residential reuse potential. In addition, nonresidential sites, such as Delta Shores in the Airport Meadowview area, offer additional potential opportunity for mixed residential and nonresidential use.

TABLE 5-8
Regional Transit Increased Density Residential Holding Capacity Potential of Vacant Land in Growing Communities

COMMUNITY PLAN AREA	VACANT GROSS ACRES	VACANT NET ACRES	Potential Dwelling Units								
			Minimum Potential			Additional Units at Light Rail			Total Units		
			SF	MF	Total	SF	MF	Total	SF	MF	Total
Airport Meadowview	1,093	824	3,827	1,297	5,124	1,686	663	2,349	5,513	1,960	7,473
North Sacramento	1,526	1,191	5,092	2,134	7,226	219	109	328	5,311	2,243	7,554
Pocket	282	216	945	736	1,681	67	7	74	1,012	743	1,755
South Natomas	618	496	2,181	899	3,080	119	69	188	2,300	968	3,268
South Sacramento	1,011	790	3,843	3,135	6,978	699	284	983	4,542	3,419	7,961
TOTAL	4,530.00	3,517.00	15,888.00	8,201.00	24,089.00	2,790.00	1,132.00	3,922.00	18,678.00	9,333.00	28,011.00

Source: City Vacant Land Use Inventory, City Planning Division Staff, 1991.

5.8 SUMMARY OF RESIDENTIAL LAND POTENTIAL

Overall the City is making an effort to balance the supply of residentially zoned land with logical economic development growth typical of a major regional office and commercial center. The City has made an assessment of the impact of changes in potential housing supply in pending or adopted plans. Table 5-8 below summarizes these findings:

Table 5-9
Potential Housing Supply Change
From Pending/Adopted Plans

Remaining Existing Zoning Capacity: Vacant Residential Zoned Lands	27,838 units
Lands Designated (General/Community Plan) for residential but not yet rezoned	19,926
TOTAL:	47,764
Potential Increases: North Natomas Sphere of Influence Central City Rezonings Infill Housing LRT Stations	 +3,359 units + 900 units +4,000 units +3,922

As can be seen, the City has also substantially increased the potential amount of residential land available through adoption of mixed use plans in redevelopment areas. This coupled with the existing land vacant residential land inventory should be adequate to meet both current and future housing goals.

5.9 DETERMINING ADEQUATE SITES VS. INCOME GROUPS SERVED

To determine if the City has adequate sites to meet projected need, the remaining new construction need by income categories (Table 4-9) is compared with the development potential of vacant residential zoned parcels (Table 5-2). Table 4-9 indicates the remaining need for the housing element period is 7703 units. Of the total estimated units, 1707 should be constructed for households of very low income, 1861 for households of low income and 4135 for households of above moderate income.

The residential zoned vacant land supply has a development potential (Table 5-2) for 27,843 total units, including 9559 units that can be developed for multi family use and 18,284 units that could be developed for single family use. The following analysis relates the residentially zoned vacant land supply to market data previously discussed in Chapter 4 on the Affordability of new single family and multi family development to determine if the city has an appropriate mix of zoning to meet projected needs by income group.

Table 5-12 provides a comparison of potential sales prices and rent levels of recent and newly constructed units with the zoning, density and economic groups served. Residential projects built at densities below R-IA (12 units/net acre) provides adequate opportunities for housing to meet the needs of the above moderate and moderate income household. The housing types serving

these income groups range from larger lot custom homes to more traditional single family detached homes, patio homes or zero lot line developments. The sales prices of new homes in the Natomas area are anticipated to range from approximately the low $130,000's to $ 350,000.

This compares with the county median sales price of $125,000. However, given current low interest rates and available homeowner assistance programs the lower priced homes are affordable to moderate income households.

Projects constructed at densities below R-2A (17 units per acre) provide housing opportunities for moderate and low income households. The housing types serving these income groups include duplexes and halfplexes.

Multi family market rate and publically assisted residential projects have been historically constructed at densities greater than R-2A (17units/net acre) to provide housing opportunities for low and very low income households. The housing types serving these income groups include garden and traditional apartments and condominiums. Much of the existing multi family housing offers rents generally affordable to low income households. However, new North Natomas rental rates may not be affordable to low income households. Housing for very low income must be provided with a public subsidy.

Table 5-13 surveys the characteristics of affordable housing projects (publicly assisted) constructed or approved within the City of Sacramento since 1990. The survey indicates that the city has approved mixed income affordable housing projects in several different communities (Central City, Land Park, South Sacramento and South Natomas) to distribute affordable housing opportunities throughout Sacramento. The survey also indicates that a variety of infill and larger sites have been developed for affordable housing. The zoning for these sites also is varied and includes both residential (R-2A, R-2B, R3-A and R-5 zoned sites) as well as commercial sites (C-2 and C-4). The survey suggests that residential and commercial zoned infill sites (smaller than two acres), although not included in the development potential estimate, should also be considered suitable for affordable housing.

Table 5.12
Comparison of Residential Zoning, Density Prices and Economic Group Served

Zone/District	Maximum Density	Potential Sales Prices/Rents	Economic Group Served[3]
Single Family RE Rural Estates	2 du/na		
R-1 Single Family	12 du/na	$130,000-$180,000's (3bdrm)[2] $150,000-$350,000(4bdrm)[2]	Above Moderate Income
R-1A Single Family Alternative	12 du/na	$130,000-$350,000(3/4bdrm)[2]	Moderate Income
R-1B Single Family or Two Family	15 du/na		Moderate Income
Multi-Family R-2 Two Family	17 du/na		Moderate Income
R-2A Multi-Family	17 du/na		Moderate, Low, Very Low Income
R-2B Multi-Family	22 du/na	1 bdrm[1] $627-$800[2] 2 bdrm[1] $695-$1100[2] 3 bdrm[1] $899-$1200[2]	Moderate, Low, Very Low Income
R-3 Multi-Family	29 du/na	$600-$1200	Moderate, Low, Very Low Income
R-3A Multi-Family	29 du/na	$600-$1200	Moderate, Low, Very Low Income
R-4 Multi-Family	58 du/na	$600-$1200	Moderate, Low, Very Low Income
R-4A Multi-Family	58 du/na	$600-$1200	Moderate, Low, Very Low Income
R-5 Multi-Family	17 du/na	$600-$1200	Moderate, Low, Very Low Income
Mixed Use			
R-O Residential Office	36 du/na	$600-$1200	Moderate, Low, Very Low Income
RMX Residential Mixed Use	36 du/na	$800-$1200	Moderate, Low, Very Low Income
EC Employment Center	36 du/na	$800-$1200	Moderate, Low, Very Low Income

Source: [1]Based on 1998 Type A rents. [2]Based on potential North Natomas sales prices and rents. [3]Based on Table 4-4 Type A Rents and Affordability Comparison. [4]Based on current industry norms of a 7% interest rates, 5% down payment and household size assumptions of 1.5 person's per bedroom.

Table 5.13
Characteristics of Affordable Housing Projects
City of Sacramento 1990-1999

Project Name	Project Address	Community	Zone	Net Acres	Total # Units	Project Density	# Affordable Units	Status
Riverview Plaza	600 I St.	Central City	C-3	.59	124	124 du	124 very low	Occupied 1989
Woodhaven Seniors	Rio Linda Blvd.	North Sacramento				194 du	70 very low 34 low	Occupied 1990
Norwood Estates	Norwood Ave	North Sacramento			44		9 very low 35 low	Occupied 1993
Village Park	Norwood/Morey	North Sacramento	R-3	4.03	50		33 very low 16 low	Occupied 1993
Taylor Terrace	Taylor St.	North Sacramento			168		168 very low	Occupied 1994
St. Francis Manor	25th & L	Central City	R-3A	1.33	48	36 du/na	32 very low 16 low	Occupied 1994
The Terraces	1607 O St.	Central City	R-5	.57	60		60 very low	Occupied 1995
Pensione K	17th & K	Central City	C-2	.74	137	185 du/na	129 very low 8 low/mod	Occupied 1995
Quinn Cottages	C-4	2.65	60	22 du/na	60 very low	Occupied 1995		

Table 5.13 continued
Characteristics of Affordable Housing Projects
City of Sacramento 1990-1999

River City CoHousing	5th & T Sts	Central City			25		5 very low 20 low/mod	Occupied 1996
Russell Manor	Bruceville Rd.	South Sacramento			66		66 very low	Occupied 1997
Metro Square	26/27th & I	Central City	R-5	2.28	45	22 du/na	45 low/mod	Occupied 1998
CADA Warehouse	11th & R	Central City	RMX	1.2	87	74 du/na	13 very low 22 low/mod	Pending 1999
Meadowview Apartments	Meadowview Rd. & 24th Street	South Sacramento	R-2B-R	12.4	170	15 du/na	TBD	Approved 1999
18th & L Street	18th & L	Central City	R-5/C-2	2.37	180	76 du/na	27 low	Approved 1999
Fremont Building	16th & O/P	Central City	R-5	.88	69	78 du/na	9 very low	Construction 1999
Capitol Terrace	21st & L	Central City	C-2	.59	65	120 du/na	10 low	Pending 1999
Total/Average					1,286		66 very low 138 low 95 low/mod	

Source: Sacramento Housing and Redevelopment Agency and City Planning Records. All affordable units have regulatory restrictions.

6. GOVERNMENTAL AND NONGOVERNMENTAL CONSTRAINTS

GOVERNMENTAL CONSTRAINTS

Analysis of potential and actual governmental constraints should identify barriers to the maintenance, improvement and development of housing for all income levels. Those constraints include land use policies and controls, site improvement requirements, building codes and their enforcement, city processing and permit procedures, fees and exactions. The following analysis indicates that the permit procedures, development standards and fees provide some potential governmental constraints to the provision of adequate housing opportunities.

6.1 LAND USE CONTROLS

The City of Sacramento exercises discretionary authority over the residential land use entitlement process. This is accomplished through implementation of the General Plan, Community Plans and the Zoning and Subdivision Ordinances.

The General Plan establishes the framework for residential development in the City through policies of the Land Use Element, Housing Element, Circulation Element, Conservation and Open Space Element, Public Facilities and Services Element, Health and Safety Element, and the Land Use Map. During the project approval process, the various elements of the General Plan are designed to work in concert with each other. The General Plan facilitates the adequate provision of housing, while attaining many other important public objectives.

The City has also adopted Community Plans which establish a permitted minimum and maximum density range (expressed in dwelling units per net acre). In North and South Natomas a target density, which is the average plan density, is also established for each residential category. These community plan land use designations are interpreted with the applicable zoning designation to determine the allowed density and housing type for a particular type. Proposed project densities that fall above or below the density range require a plan amendment.

Because there are several major noise sources that impact the City, including five freeways, two major railroads, and four commercial and military airports, residential development must mitigate noise impacts if the site is located in an area where the noise is expected to exceed the 60dB threshold for the exterior yard area to conform to the General Plan standards. For exterior noise levels greater than 60dB Ldn, the interior limit level of 45 dB Ldn applies. This may be accomplished through the completion of acoustical studies, construction of sound barriers, and the implementation of various soundproofing construction techniques. The costs associated with these noise mitigation requirements, have a limited impact on housing feasibility and improve residential quality. Although certain areas have been exempted from General Plan Noise Element standards, the majority of potential residential development sites must conform. In the interest of public health, safety and welfare, it is not deemed appropriate to modify or eliminate these standards. However, the City has standardized noise mitigation measures to assist applicants to comply with the environmental review process. In the Residential Mixed Use Zone (RMX), compliance with the construction standards to reduce interior noise levels and other development standards allow development approvals as a matter of right.

Zoning and Subdivision Ordinances:

The City of Sacramento exercises discretionary authority over residential developments through the zoning and subdivision ordinances. These ordinances establish development standards to regulate all residential development within the City. The City's Zoning Ordinance provides for thirteen residential zones, several non-residential, overlay and special planning district zones which permit or conditionally permit a variety of residential uses (See Table 6-1).

Residential Zones: The following residential zoning districts permit various types of residential uses. See Table 6.1a for the types of residential uses allowed within each zone and the level of discretionary approval required.

RE Rural Estates Zone: This is a very low density residential zone. It is intended to be applied primarily to areas impacted by high noise levels, within designated approach or clear zones around airports, within identified floodway and floodway fringe areas, and other areas where physical and/or safety considerations necessitate very low density residential use. This zoning district shall be designated as "RE" with the maximum permitted units per acre as a suffix (i.e., RE-1/4, RE-1/2, RE-1/1, RE-1/.5).

R-1 Standard Single Family Zone: This is a low density residential zone composed of single family detached residences on lots a minimum of 52 feet by 100 feet in size. A duplex or halfplex is allowed on a corner lot subject to compliance with specific restrictions. This zone may also include recreational, religious and educational facilities as the basic elements of a balanced neighborhood. Such areas should be clearly defined and without encroachment by uses not performing a neighborhood function. Minimum lot dimensions are 52 feet by 100 feet interior, 62 feet by 100 feet corner. Approximate density for the R-1 zone is 6 to 8 dwelling units per acre.

R-1A Single Family Alternative Zone: This is a low to medium density residential zone intended to permit the establishment of single family, individually owned, attached or detached residences where lot sizes, height, area and/or setback requirements vary from Standard Single Family. This zone is intended to accommodate alternative single family designs which are determined to be compatible with Standard Single Family areas and which might include single family attached or detached units, townhouses, cluster housing, condominiums, cooperatives or other similar projects. Approximate density for the R-1A zone is 10 dwelling units per acre. Maximum density in this zone is 15 dwelling units per net acre.

R-1B Single Family or Two Family Zone: This is a residential zone generally located inside the Central City and in North Natomas which allows single family units by right and two family units subject to Special Permit approval. The lots are generally existing so there is no minimum lot size or density. However, lots smaller than 40 feet by 80 feet generally present design restrictions. Approximate density for the R-1B zone is up to 12 dwelling units per acre.

R-2 Two-Family Zone: This is a residential zone allowing two single family attached or detached units under one ownership. This zone is intended to provide a low density buffer between single family and more intense land uses. Minimum land area per unit is 2,600 square feet per unit for an interior lot and 3,100 square feet per unit for a corner lot. Maximum density for the R-2 zone is 14 to 16 dwelling units per acre.

R-2A Multi-Family Zone: This is a multi-family residential zone designated to provide for garden apartments and cluster housing. This zone is regulated so that the structures cover a minimum of ground area and a maximum of open space is provided. Units can be individually owned through compliance with the condominium regulations in Chapter 6 Section 3. Minimum land area per unit is 2,500 square feet. Maximum density for the R-2A zone is 17 dwelling units per acre.

R-2B Multi-Family Zone: This is a multi-family residential zone. This zone offers broader density flexibility as a transition from the garden apartment setting to a more traditional apartment setting. Units can be individually owned through compliance with the condominium regulations in Chapter 6 Section 3. Minimum land area per unit is 2,000 square feet. Maximum density for the R-2B zone is 21 dwelling units per acre.

R-3 Multi-Family Zone: This is a multi-family residential zone intended for more traditional types of apartments. This zone is located outside the Central City serving as a buffer along major streets and shopping centers. Minimum land area per unit is 1,500 square feet. Maximum density for the R-3 zone is 29 dwelling units per acre.

R-3A Multi-Family Zone: This is a multi-family residential zone located in the Central City and certain areas adjacent thereto. It is designed to provide development regulations that are consistent with goals for various residential areas in the Central City. Minimum land area per unit is 1,200 square feet. Maximum density for the R-3A zone is 36 dwelling units per acre.

R-4 Multi-Family Zone: This is a multi-family residential zone located generally adjacent to R-5 zoning. Minimum land area per unit is 750 square feet. Maximum density for the R-4 zone is 58 dwelling units per acre.

R-5 Multi-Family Zone: This is a multi-family residential zone bordering the Central Business District. This is not entirely a residential zone and may include institutional, office and commercial uses subject to special permit review. The minimum land area per unit depends upon the percentage of lot coverage. Maximum density in the R-5 zone ranges from 70 to 150 dwelling units per acre.

RMX Residential Mixed Use Zone: This is a mixed use zone. The zone permits multiple family residential, office and limited commercial uses in a mixture established for the area through a special planning district or adopted locational standards. Maximum density in the RMX zone is 36 dwelling units per acre.

RO Residential-Office Zone: This is a medium density multiple family zone, generally located inside the Central City and in certain areas adjacent thereto. The zone permits development of office uses subject to the granting of a Special Permit by the Planning

Commission. The Special Permit allows City review of the project to ensure that the proposed office use is compatible with adjacent residential uses. Maximum density in the RO zone is 36 dwelling units per acre.

Non Residential Zones: The following non residential zoning districts conditionally permit various types of residential uses subject to approval of a discretionary entitlement (see Table 6.2):

EC Employment Center Zone: This zone is a flexible zone for primarily employment generating uses in a pedestrian friendly setting with ample private and/or public open space. The EC zone also provides the opportunity for a variety and mix of supporting uses, including support retail, residential, and light industrial. The EC zone has several categories of permitted intensity ranging from 30 employees per net acre (EC30) to 80 employees per net acre (EC80).

C-1 Limited Commercial Zone: This is a limited commercial zone which allows certain office, retail stores, and commercial service establishments which are compatible with residential developments. This zone is intended to be applied to small parcels which are surrounded by a residential neighborhood.

C-2 General Commercial Zone: This is a general commercial zone which provides for the sale of commodities, or performance of services, including repair facilities, offices, small wholesale stores or distributors, and limited processing and packaging.

C-3 Central Business District Zone-Special Planning District: The Central Business District (CBD or C-3 zone) applies to an approximately 70 block portion of the Central City. The CBD or C-3 zone is that area so designated on the map in Chapter 5 Section 1.1. The area is sometimes referred to in this section as the C-3 or CBD zone. The CBD or C-3 zone is intended for the most intense retail, commercial and office developments in the City. Residential uses are permitted by special permit. See Chapter 5 Section 1.1 for more details.

SC Shopping Center Zone: This is a general shopping center zone which provides a wide range of goods and services to the community. This zone, however, prohibits general commercial uses which are not compatible with a retail shopping center.

C-4 Heavy Commercial Zone: This is a commercial zone designed primarily for warehousing, distribution types of activity, and those commercial uses having a minimum of undesirable impact upon nearby residential areas. A minimum of light manufacturing and processing is permitted.

Overlay Zones: Overlay zones are districts that encompass one or more underlying zones and establish additional regulatory incentives and development standards for residential uses in commercial and mixed use zones:

NC Neighborhood Corridor Overlay Zone: Encourages the development of new housing in specified general commercial zoned corridors located within low to medium density neighborhoods.

UN Urban Neighborhood Overlay Zone: Encourages the development of new housing and mixed use development in specified C-2 and Residential Mixed Use zoned areas near in Central City neighborhoods.

MC Midtown Commercial Overlay Zone: Encourages pedestrian uses along J Street including residential uses.

BC Building Conservation Overlay Zone: Encourages the retention of residential uses and

historically and architecturally significant structures in specific areas zoned Residential Office (R-O).

Special Planning Districts (SPD's): SPD's establish special processing procedures, flexible development standards and incentives to regulate properties under multiple ownership. Examples include the Central Business District, Del Paso Boulevard, Railyards, Richards Boulevard, R Street Corridor and Alhambra Corridor.

Planned Unit Developments (PUD's): The purpose of the PUD is to provide for greater flexibility in the design of integrated developments than otherwise possible through strict application of zoning regulations. The PUD regulations generally apply to large scale developments (over 100 acres) and encourage the design of well-planned facilities which offer a variety of housing or other land uses through creative and imaginative planning for various types of developments. Residential subdivision developments which may include a variety of housing types and site plans, accessible open "green spaces", or common recreational areas, an attractive and well-oriented community meeting place or recreational facility, and other features of substantial benefit to a viable and balanced community. Mixed residential-business developments combining apartments, convenience shopping facilities, motel-hotel combinations, offices, commercial recreation facilities, or other compatible uses can be grouped in a well-designed and coordinated site development.

Table 6-1
Zoning Districts Permitting Residential Uses

Type Residential Use	RE	R1	R1A	R1B	R2	R2A	R2B	R3	R3A	R4	R5	RMX	RO
Alternative Ownership Housing Types (townhouse, row house, cluster housing, patio dev't, condo and non-condo housing)			3/6	3/6	3/6	3/6	3/6	3/6	3/6	3/6	3/6	3/6	3/6
Apartments*						5/8	5/8	5/8	5/8	5/8	5/8	1	5/8
Artist's Live/Work*	1	1	1	1	1	1/3	1/3	1/3	1/3	1/3	1/3	1/3	2/3
Condominiums, Conversion to*				3	3	3	3	3	3	3	3	3	3
Deep Lot Development		1			4								
Dormitory*		7		7	7	7	7	7	7	7	7	7	7
Duplex (attached or detached)		1	1	1/4	1	3	3	3	3	3	3	3	3
Family Care Facility		1	1	1	1	1	1	1	1	1	1	6	1
Family Day Care Facility*		1	1	1	1	1	1	1	1	1	1	6	1
Fraternity-Sorority*		7		7	7	7	7	7	7	1/7	1/7	7	7
Guest House*		4											
Halfplexes*		4	4	4	6	6	6	6	6	6		6	
Home Occupation*	1	1	1	1	1	1	1	1	1	1		1	
Mobile Home/Manufactured Home* Used as a Single Family Dwelling	1	1	6/2		1	1	3	3	3	3	3	1	3
Mobile Home Park*	7	7	7	7	7	7	7	7	7	7	7	7	7
Non-Profit Organization Temporary Residential Shelters and Related Services for Homeless Individuals and Families*		6	6	6	6	6	6	6	6	6	6	6	6
Residential Care Facility*		6	6	6	6	6	6	6	6	6	6	6	6
Residential Hotel-SRO*											7	7	7
Rooming and Boarding House*		1	1	1	1	6	6	6	6	3	3	6	3
Second Residential Unit*		4											
Single Family Dwelling*	1	1	2/6	1	1	3	3	3	3	3	6	1	3

Level of Discretionary Approval:
1. Use permitted by right subject to compliance with development standards.
2. Planning Director's approval subject to compliance with development standards.
3. Special Permit or Plan Review approval by Zoning Administrator.
4. Special Permit approval by Zoning Administrator subject to compliance with development standards.
5. Site Plan review approval by Planning Commission.
6. Special Permit approval by Planning Commission.
7. Special Permit approval by Planning Commission subject to compliance with development standards.
8. Use permitted by right but subject to design review if located within a Design Review Area or a PUD
9. Use not permitted outside the Central City

Table 6-2
Non-Residential Zoning Districts Permitting Residential Uses

Type Residential Use	EC	HC	SC	C1	C2	C3	C4	M1	M1 (S)	M2	M2 (S)	MIP	MRD	H	SPX	TC	A	AOS	F	ARP-F
Alt Ownership Housing			3/6	3/6	3/6	3/6	3/6													58
Apartments*	6		5	1/5	1/5	1/5	3/9	3/9	3/9	3/9	3/9									
Artist's Live/Work*	6	5	5	1	1	1	1	1	1	1	1	2	2	2	2	2	2	2	2	
Condo, Conversion*			7	7	7	7														
Deep Lot Development																				
Dormitory*			6	6	6	6														
Duplex*			6	1/6	1/6	1/6	3/9	3/9	3/9	3/9	3/9									
Family Care Facility*		5	5	1	1	1														
Family Day Care Home*		5	5	1	1	1	1	1	1	1				1						
Fraternity-Sorority*			7	7	7	7														
Guest House*																				
Halfplexes*							3/9	3/9	3/9	3/9	3/9									
Home Occupation*	1		1	1	1	1	1	1	1	1	1	1	1	1	1		1	1	1	
Mobile/Manuf. Home* Used as SF Dwelling			7	6	6	6	3/9	3/9	3/9	3/9	3/9						4	4		
Mobile Home Park*		7	7	7	7	7	7	7	7	7	7	7	7	7	7					
Non-Profit Organization Temp Res Shelters & Related Svcs for Homeless*		6	6	6	6	6	6	6	6	6	6	6	6	6	6	6				
Res Care Facility*		6	6	6	6	6	6	6	6	6	6			6			6			
Residential Hotel-SRO*				7	7	7	7	7	7	7	7									
Room & Boarding House			3	3	3															
Second Residential Unit*																				
Single Family Dwelling*			6	1/6	1/6	1/6	3/9	3/9	3/9	3/9	3/9									

Level of Discretionary Approval:
1. Use permitted by right subject to compliance with development standards.
2. Planning Director's approval subject to compliance with development standards.
3. Special Permit or Plan Review approval by Zoning Administrator.
4. Special Permit approval by Zoning Administrator subject to compliance with development standards.
5. Site Plan review approval by Planning Commission.
6. Special Permit approval by Planning Commission.
7. Special Permit approval by Planning Commission subject to compliance with development standards.
8. Use permitted by right but subject to design review if located within a Design Review Area or a PUD.
9. Use not permitted outside the Central City.

Table 6.2 identifies for each zone district the level of approval required for the different types of residential uses (e.g. permitted by right or subject to discretionary approval by the Planning Director, Zoning Administrator or Planning Commission. Staff level reviews (Planning Director or Zoning Administrator Special Permit) take approximately two months to complete and are less expensive while Planning Commission approvals can take six months or more to complete and include higher fees. Single family dwellings, manufactured housing and artist's live/works are permitted by right in all residential zones and some commercial zones subject to compliance with development standards. For some uses special permit approval is required at the staff level (e.g. Planning Director) to determine compliance with development standards. Discretionary special permit approval is required by the Zoning Administrator or Planning Commission to establish various types of residential uses including alterative ownership housing types (e.g. townhouses, cluster or patio homes), duplexes, halfplexes and rooming and boarding houses in muti-family zones, residential care facilities, and single room occupancy hotels. In some cases the zoning ordinance doesn't specify development standards for reiview of certain types of residential uses. Second units are conditionally allowed only in the R-1 zone. Additionally, the City does not support the construction of any new or additional temporary or permanent homeless shelter until such time as the number of units in the unincorporated areas of the County meets or exceeds the number of units in the City (Reso 94-057).

Plan Review (R Review) approval is required by the Planning Commission for all multi family developments, with the exception of residential projects located within a Design Review District if the project is reviewed by the Design Review Board or is within a Planned Unit Development (Ord. 98-050). Plan Review is limited to a consideration of the site layout, orientation of buildings and other features as they relate to the physical characteristics of the site and it's surrounding (not land use). Second units and alterative ownership housing types should be permitted in the R-1 and R-1A zones to provide a mix of affordable housing opportunities in residential neighborhoods.

Mobile Homes/Mobile Home Parks

In keeping with State law, the Zoning Ordinance permits mobile homes on permanent foundations in the same residential zones as single family dwellings. Those mobile homes are required to follow the same development standards that apply to single family dwellings. The land inventory category for single family housing includes potential mobile homes and mobile home parks.

Sacramento allows mobile home parks in most residential and nonresidential zoning districts subject to the granting of a special permit by the Planning Commission. In addition, the Zoning Ordinance currently regulates the development and maintenance of mobile home parks. The regulations restrict mobile home parks to a minimum five-acre site and a maximum density of ten mobile home spaces per acre. The only zone in which mobile home parks development cannot occur is the R-1B zone, a Central City zone for single or two-family units.

Residential Development Standards: Table 6.3 provides a summary of the City's residential development standards for each residential zoning district. Each zone district establishes maximum densities, heights, setbacks, maximum lot coverage and minimum lot size. The City adopted these standards to ensure that minimum levels of design and construction quality are maintained and adequate levels of street and community facility improvements are provided. The City may also approve variances from these development standards for affordable housing or infill development projects based on findings of that the project will not be injurious to the public welfare and will not adversely affect General Plan or Community Plan policies. The administration of the Zoning Ordinance setback and parking requirements are often difficult to apply to infill projects

without requiring variances. This is especially applicable in the Central City and other older neighborhoods with smaller lots. This negative effect can take the form of a financial burden caused by the cost of entitlements. In many ways, the City has taken actions to streamline the process through the establishment of the Zoning Administrator function which allows for an administrative approval of many smaller projects and variances. Residential development requirements could also result in a decrease in the development potential of a parcel or parcels, thereby indirectly affecting the economic feasibility of a project. Finally, the need for entitlements often subjects small projects to the public hearing process, which can result in increased costs and potential denial on the basis of neighborhood opposition.

Table 6.3
Residential Development Standards

ZONE	LOCATION	MAXIMUM NO. UNITS (NET ACRE)	TYPE OF USE	MAXIMUM HEIGHT (FT.)	MINIMUM YARD REQUIREMENTS				REQUIRED MINIMUM COURT	MAX LOT COVERAGE BLDG SIZE	MINIMUM LOT AREA PER DU IN SQ. FT.*
					FRONT	REAR	INTERIOR SIDE	STREET SIDE			
1. RE	General	1 unit	single family	35 ft.	(1) 25 ft.	15 ft.	5 ft.	12 ½ ft.	NA	(4)	(4)
2. R-1	General	8 units	single family	35 ft.	(1) 25 ft.	(2) 15 ft.	5 ft.	12 ½ ft.	NA	40%	5,200 (I)/ 6,200(C)
3. R-1A	General	15 units	single family duplex	35 ft.	(5)	(5)	(5)	(5)	NA	(5)	(5)
4. R1-B	General	12 units	single family duplex	35 ft.	(1) 25 ft.	(2) 15 ft.	(3) 3 ft.	(3) 3 ft.	NA	60%	NR
5. R-2	General	14 units	single family duplex	35 ft.	(1) 25 ft.	(2) 15 ft.	(3) 3 ft.	12 ½ ft.	NA	40%	2,600(I)/ 3,100(C)
6. R-2A	General	17 units	single family duplex multi-family	35 ft.	(1) 25 ft.	(2) 15 ft.	(3) 3 ft.	25 ft.	(25)	50%	2,500
7. R-2B	General	21 units	single family duplex multi-family	35 ft.	(2) 25 ft.	(2) 15 ft.	(3) 3 ft.	25 ft.	(25)	50%	2,000

Footnotes:

(1) - 25' or 10' avg two nearest buildings
(2) - 5' if abuts alley
(3) - 3'; 5' for 3 story building
(4) - 5-20%/.5-4 acres
(5) - may vary with special permit
(6) - 45-70%; 250-500
(7) - 60%
(23) - maximum of 25 % of PUD net acreage shall be designated for residential use
(25) - 10' between bldgs, 20' where main entrances are located on two or more sides of a corner

I - Interior
C - Corner Lot

Table 6.3
Residential Development Standards

ZONE	LOCATION	MAXIMUM NO. UNITS (NET ACRE)	TYPE OF USE	MAXIMUM HEIGHT (FT.)	MINIMUM YARD REQUIREMENTS				REQUIRED MINIMUM COURT	MAX LOT COVERAGE BLDG SIZE	MINIMUM LOT AREA PER DU IN SQ. FT.*
					FRONT	REAR	INTERIOR SIDE	STREET SIDE			
8. R-3	General.	29 units	single family duplex multi-family	35 ft..	(1) 25 ft.	(2) 15 ft.	(3) 3 ft.	25 ft.	(25)	50%	1,500
9. R-3A	General Central City	36 units	single family duplex multi-family	35 ft. (5)	(1) 25 ft. (1) 25 ft.	(2) 15 ft. (2) 15 ft.	(3) 3 ft. (3) 3 ft.	25 ft. (3)	(25) (25)	50% 60%	1,200 1,200
10. R-4	General Central City	58 units	single family duplex multi-family	25 ft. (5)	25 ft. 10 ft.	(2) 15 ft. (2) 15 ft.	(3) 3 ft. (3) 3 ft.	(3) 3 ft. (3)	(25) (25)	60%	750 750
11. R-5	Central City	174 units	single family duplex multi-family	45 ft. (5)	10 ft.	(2) 15 ft.	(3) 3 ft.	(3) 3 ft.	(25)	(6)	(6)
12. RMX	General Central City	36 units	single family duplex multi-family	35 ft.(5)	25 ft.(1) 0'	(2) 15 ft. (2) 15 ft.	(3) 3 ft. (3) 3 ft.	(3) 3 ft. (3) 3 ft.	(25) (25)	70% 70%	1,200 1,200
13. R-O	General Central City	36 units	single family duplex multi-family	35 ft. 35 ft.	25 ft. (1) 10 ft.	(2) 15 ft. (2) 15 ft.	(3) 3 ft. (3) 3 ft.	12 ½ ft. (3) 3 ft.	(25) (25)	(7) 70%	1,200 1,200
14. EC	General	(23)	multi-family	(5) 2-8 stories	(5)	(5)	(5)	(5)	(5)	(5)	(5)

Footnotes:

(1) - 25' or 10' avg two nearest buildings
(2) - 5' if abuts alley
(3) - 3'; 5' for 3 story building
(4) - 5-20%
(5) - may vary with special permit
(6) - 45-70%; 250-500ft.
(7) - 60%
(23) - maximum of 25 % of PUD net acreage shall be designated for residential use
(25) - 10' between bldgs, 20' where main entrances are located on two or more sides of a corner

I - Interior
C - Corner Lot

A potential constraint to the development of manufactured/mobile home parks are standards requiring a net density of ten dwelling units and a minimum site requirement of five acres. Given the limited size and supply of available land in Sacramento, smaller sites may be more appropriate for mobile home parks.

In an attempt to overcome constraints inherent to conventional development standards, the City is currently implementing the following regulations or taking the following actions:

- Provision of alternative development standards within the R1-A (Single-Family Alternative) Zone. This promotes higher density and more innovative design for single family projects.
- Duplex development on corner lots to promote rental housing opportunities.
- Implementation of the Zoning Administrator process to streamline the project review process. The cost and time for review and approval of smaller projects.
- Streamlining the map process through amendment of the Subdivision Ordinance.
- The Planning Director may waive or reduce fees for publically assisted housing projects intended for occupancy by low and moderate income households or additional fees if the project includes a unique or innovative design feature and that the time spent evaluating the project will benefit staff processing of future projects.
- The City will update its Zoning Ordinance to reflect classic development standards, streamline permit processing as necessary and clarify the planning process and zoning requirements.
- Development of Multi-Family Design Guidelines to establish design principles for approval of projects 3 units or greater
- Establishment of a Permit Assistance Counter to provide a single point of contact for all city departments to provide public information and staff for review of development proposals

6.2 INFRASTRUCTURE STANDARDS

The Department of Public Works implements on- and off-site improvement requirements, including standards for street construction, sidewalk, curb, gutter and, in some instances, parking and/or bicycle lanes. Residential development may also necessitate the construction of water, sewer and drainage improvements. All improvements are generally completed as conditions of tentative map approval and are developer financed. The compliance with certain infrastructure improvements may be perceived as a constraint to the provision of housing for all income levels.

For infill projects, the city code requires the repair of defective sidewalks, minimum driveway lengths and maneuvering areas that can be difficult to meet on smaller infill sites. The code also requires dedication and improvement of full street or alley frontages, although exceptions have been granted for existing infill lots used exclusively for residential purposes. Furthermore, the Planning Commission may approve variances from city standards based on hardship considerations.

The Public Works Department has recently adopted narrow local street standards that facilitate pedestrian activity, parking, landscaping and street trees. Amendment of certain infrastructure standards might facilitate housing development. For instance, residential infrastructure costs could

be measurably reduced by reducing requirements for street widths, curb, gutter and side walk widths, as well as requiring sidewalks on only one side of the street. A reduction in street widths and sidewalks could result in an increase in the number of units which could be accommodated on any given parcel of land. This however, must be balanced with fire safety standards to provide adequate emergency access for fire response vehicles. Nonetheless, increased flexibility in street standards would allow greater land area and increased density which would result in a per-lot cost reduction. This savings could ultimately be reflected in the price of housing to the residential consumer.

6.3 BUILDING CODES

The City Building Division has recently streamlined procedures in the interest of reducing approval time frames. The current building permit process incorporates "master plan" review, plan checking prior to actual planning entitlement approval (although no permits are issued without approved entitlements), waiver of issuance of a Certificate of Occupancy for single family housing, and no review of manufactured homes within mobile home parks.

Certain housing rehabilitation projects sponsored by the Sacramento Housing and Redevelopment Agency (SHRA) are exempt from building permit fees. These projects are reviewed pursuant to Chapter 49 of the City Housing Code, which has less restrictive standards than the standard 1991 Uniform Building Code(s) (UBC). General residential construction is required to conform to the current UBC and related Codes, as amended by Chapter 9 of the City Housing Code which addresses regional, climatic or localized site concerns. Aside from rehabilitation projects, the City does not currently have procedures to waive building fees for low income construction projects.

The Historic Building Code and Secretary of Interior Standards are also utilized by the City to facilitate the rehabilitation of properties on the City's Official Register of Listed Structures and within Preservation Areas with Architectural of Historical Significance. This allows significant flexibility in the interpretation of the building code to promote historic renovations.

City enforcement of the building code to remove hazardous and dangerous buildings has resulted in the demolition of some affordable housing. The City could better coordinate it's code enforcement activities with agency financing programs to assure to the extent feasible that rehabilitation opportunities are fully explored with the owner before demolition.

6.4 PROCESSING AND PERMIT PROCEDURES

The intent of the City's housing policy is to encourage and facilitate the development of affordable housing. Facilitation is important in the development process where time is money. One means toward this end is the reduction of development costs through the streamlining of the entitlement process. Three streamlining methods which the City employs are staff level approvals (e.g Planning Director or Zoning Administrator), concurrent processing of residential entitlement applications and one-stop permit approval at the permit assistance counter.

Under the first streamlining measure, a developer/applicant may submit an application for various related entitlements at one time. The Department of Planning and Development concurrently processes all related land use entitlement requests in order to expedite the application. All facets of a proposal are scheduled for one public hearing before the Planning Commission. A project, in total, may also be noticed and scheduled for public hearing before the City Council. As an

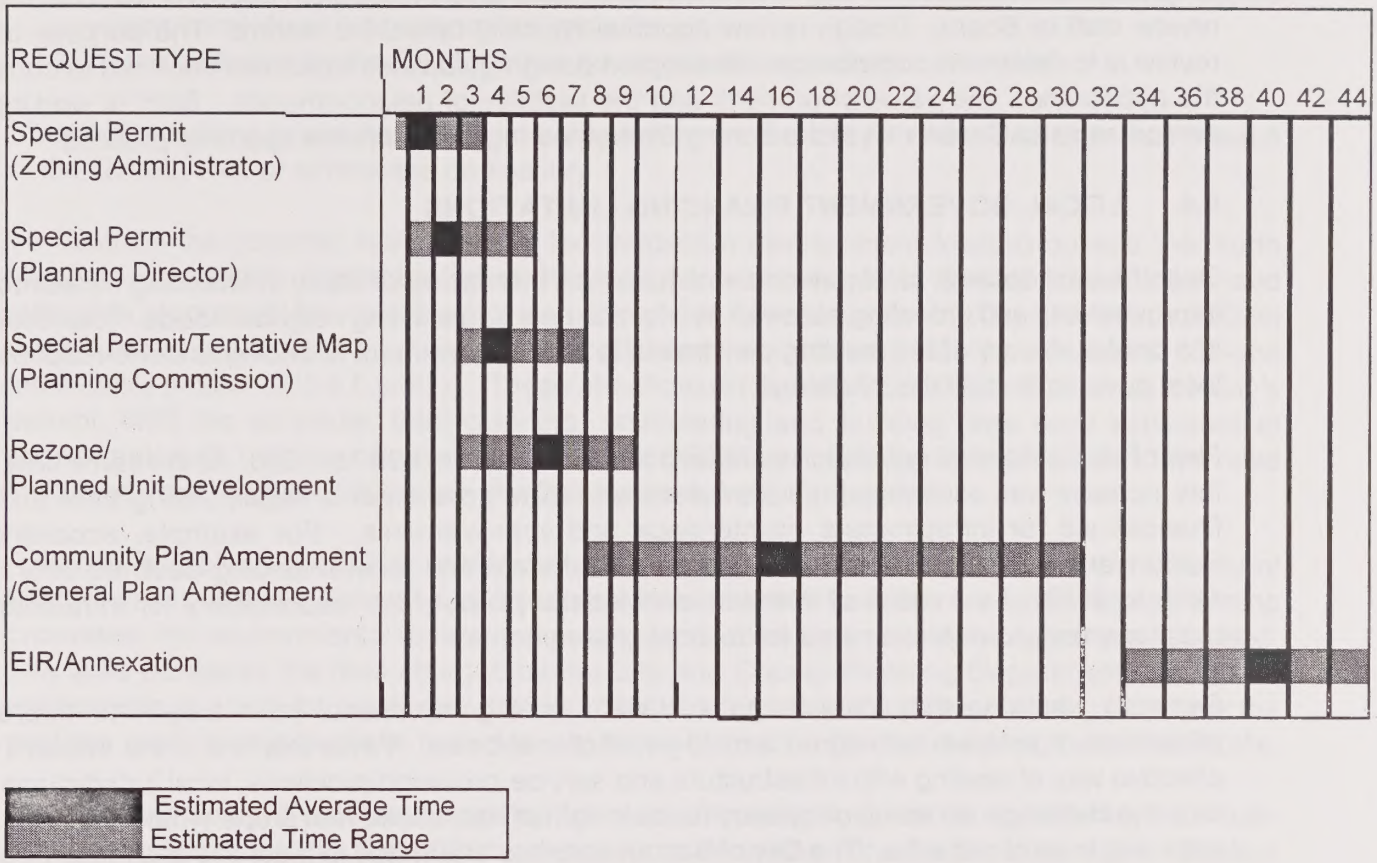
example; an applicant requesting a General Plan Amendment (GPA), Community Plan Amendment (CPA), rezoning (RZ), Tentative Map (TM), Subdivision modifications (Sub-Mod) and related variances may submit one, all-encompassing application.

The City completed an analysis of processing times for various types of residential entitlements since 1990 (Table 6.4). City processing times are comparable to those in Sacramento County. Staff level approvals generally average 1-2 months while Planning Commission approvals average four months. Rezonings and plan amendments averaged six and sixteen months, respectively while EIR/annexations took considerably more time to complete.

Mixed Income Housing Program

Based on a preliminary analysis of North Natomas development costs, a mixed income program can be designed for new growth areas that causes minimal negative impacts to the development economics of both single family and multi family development. The mixed income policy can be accomplished if developers take advantage of available subsidies, implement the mixed housing type and target average densities in the existing Community Plan, and are permitted certain modifications in the development of affordable units /and have access to sufficient offset provisions to enable developers to build the affordable units at a profit, or at least at cost. For example, North Natomas development costs for a moderate density subdivision (e.g. target average density of 12 units per net acre; includes a mix of patio homes, halfplexes, duplexes, bungalows, second units or courtyard apartments) with smaller unit sizes can provide reduced development costs and affordabilty.

Table 6.4
Estimated Completion Time
1990-1999 Residential Entitlements



Source: City of Sacramento Planning

The Building Division averages 4-6 weeks to approve residential building permits once subdivision maps are approved.

Projects located within a design review district or PUD also must obtain approval from the design review staff or Board. Design review approval typically takes 1-2 months. The purpose of the review is to determine compliance with adopted design guidelines which are intended to enhance the appearance and value of property and the livability of neighborhoods. Staff is working on amendments to Section 16 of the Zoning Ordinance to streamline the approval process.

6.5 LOCAL GOVERNMENT FINANCING LIMITATIONS

Over the past decade, local governments have had increasing difficulty in financing infrastructure improvements and providing essential services to new and existing neighborhoods. The following is a brief summary of the existing constraints to local government financing and the response of local governments to this challenge.

First of all, California's population increased almost 25% from 1980 to 1990. At the same time that this increase was occurring, both the federal and state governments began pulling back on their financial aid for infrastructure maintenance and improvements. For example, according to Californians for Better Transportation, the level of state and federal funding declined 56% from 1969 to 1987. As a result of the state and federal pullout, the responsibility for infrastructure maintenance and improvements fell to local governments.

Secondly, realizing they cannot "go it alone", local governments have begun to approach infrastructure problem-solving on a multi-jurisdictional basis. While this is a more efficient and effective way of dealing with infrastructure and service provision problems, local jurisdictions still face the challenge of raising necessary funds in light of decreased real property tax revenues and state and federal cutbacks. The City of Sacramento has attempted to meet this challenge through the use of several funding mechanisms, including general obligation bonds, benefit assessment and Mello-Roos assessment districts, increased development fees and increased sales taxes. Development fees, one of the easiest ways for local governments to finance infrastructure improvements, are levied on developers as a condition of project approval and do not require voter approval (as do bonds), nor do they count toward a locality's Gann limit. Fees can guarantee a locality that funds will be available to provide adequate services required as a result of development.

The use of development fees has become widespread as localities have realized that fees could fund a wide range of services related to a given development. However, the strong impact that fees have had on the cost of housing prompted the state legislature to act to curb their seemingly unbridled use. Assembly Bill 600 (Cortese) requires localities to establish a reasonable relationship between a development project, the fee amount, and the facility or service for which the fees are intended.

6.6 DEVELOPMENT FEES AND EXACTIONS

Many variables affect the total amount of development fees charged by the City for a particular housing project. Some of these variables include the following: the total size of the project, lot sizes, sizes of the individual units, the necessity of housing planning entitlements, capital improvements and assessment districts, engineering services, and housing type.

Development permit fees fall into three categories:

1. Processing fees charged to cover direct City services.
2. Development impact fees, special taxes and charged to finance the cost of capital improvements or mitigate project impacts.
3. Fees collected by the City for other governmental agencies.

Standard exactions related to housing development may include park land dedication, as a result of the Quimby Act, or school site dedication.

To illustrate the potential fees charged for residential development located outside the North Natomas Community Plan area (which has special assessments to finance infrastructure and mitigation programs), two hypothetical scenarios have been developed. The first is for a 100-lot single family project (1300 s.f. 3 bedroom, 2 bath home) and the second is for a five acre, 100-unit multi-family project (875 s.f. units). These are shown in Tables 6.5 and 6.6. Based on the City's current 1999 fee schedule, total planning, engineering and building fees were estimated at approximately $11,171 per single family unit, and $5292 per multi-family unit. Overall fees have increased steadily since 1992 when the first fee sample was prepared.

A comparison of current (1999) residential entitlement fees between the City and the County of Sacramento is shown in Table 6-7. While there are similarities between the jurisdiction's planning processes, the environmental review and public works' roles vary considerably and are not noted. The table compares the fees charged by the City and County Planning Departments for typical entitlements required for residential development. Increases in the City's planning fees over the past few years have brought its fees closer to those of the County than they had been historically.

1999 fee comparisons were developed by Economic Planning Systems for single family and multi-family developments in the City of Sacramento and other areas in the Sacramento region. Caution should be exercised in using these comparisons because the infrastructure items paid for by fees and special taxes versus private capital which may be different for the various projects. The costs represent estimates only meant to be used for general planning and comparison purposes.

Table 6-8 also Figure 6-1 provides a summary of fees and bond debt comparisons for single family development in selected areas, including North Natomas. Based on this analysis, the city's processing fees, development impact fees, school mitigation fees, special taxes and assessments range from approximately $7100 per unit (no finance district) to approximately $28,000 per unit for a North Natomas 1800 s.f. single family home average. These development costs are within the range of fees charged for comparable similar development in new growth areas in Sacramento and Placer County, which range from a low of $24,600 (Willowcreek) to a high of $40,043 (North Roseville).

Table 6-9 also Figure 6-2 provides a comparison for multiple family development in selected areas, including North Natomas. Based on the EPS analysis, the city's processing fees, development impact fees, school mitigation fees, special taxes and assessments average approximately $14,300 for a 850 s.f. rental unit. These development costs are within the range of fees charged for comparable development in new growth areas, which range from a low of $7,100 in the City of Sacramento (without finance district) to a high of $16,000 in Rocklin.

A project applicant in the City of Sacramento could request a 25% reduction of Planning fees for projects promoting infill development. Any other proposal to waive or reduce fees must take into

account the impacts associated with these actions. Waiver or reduction of fees necessary to cover direct departmental expenses would likely result in a reduction of staff and an increase in processing time for permits and entitlements. Reduction of other fees would likely result in a decrease in the level of capital improvements, a decrease in the ability to provide essential property related services, or an inability to mitigate significant project impacts. Under the City's Zoning Ordinance, the Planning Director may waive planning fees for projects serving low income households.

NONGOVERNMENTAL CONSTRAINTS

While potential governmental constraints can affect the availability and cost of housing, land and financing costs more directly affect housing development costs. These nongovernmental or market constraints are analyzed in the following sections.

6.7 LAND COSTS

Developers often cite the rising cost of land suitable for residential development as the fastest rising cost component in Sacramento County. There is little the City can directly do to influence the market price of land. However, the City does impact the housing supply through the administration of land use policies. As discussed elsewhere in the Element, it is the City's responsibility to do everything in its power to remove zoning constraints to the development of affordable housing.

Land costs vary widely within the City depending on many factors, including desirability of location, parcel size and level of existing improvements. Infill lots in desirable locations sell for as much as $200,000 for 1/3 acre.

6.8 CONSTRUCTION COSTS

A number of Building Design and Construction innovations may serve to reduce construction costs. These include:

- Use of Optimum Value Engineered (OVE) family design, which has been shown to reduce lumber requirements significantly.
- Mixing unit sizes and types.
- Decreasing dwelling unit sizes without negative effects by careful design of circulation patterns and use of open spaces.
- Use of dual master bedroom units to accommodate joint unit ownership by unrelated single adults.
- Use of all-weather wood foundations.
- Use of thinner floor slabs where possible.
- Elimination of wall sheeting.
- Prefabricated component construction.
- Use of polybutylene water supply piping

6.9 AVAILABILITY OF FINANCING

Nongovernmental or market constraints include the availability of financing, as well as land and construction costs. These cost components are reviewed in this section.

Financing of land acquisition, land development and housing construction has become difficult in the last several years. Representatives of the Building Industry Association of Superior California, as well several local non-profit and for-profit developers consulted in Housing Element focus group meetings, share this view. A special report from the Urban Land Institute's Real Estate Credit Task Force concurs with this opinion. Although the report indicates that, at the time of its writing, market conditions in California and the Northwest were stronger than the nation as a whole, this no longer holds true for California as of December 1992. As a result of the savings and loan crisis, federal regulators are making it extremely difficult for financial institutions to lend money, even for worthy projects. When they do lend, it is in smaller amounts and with the requirement of a higher level of cash equity on the part of the builder, regardless of credit performance. This situation makes it particularly hard to obtain financing for innovative projects, multi-family projects, or, in fact, anything but standard single family projects. Lenders are shying away from any project which does not have "proven marketability", as they do not want to invite the scrutiny of federal regulatory agencies.

Over the past several years, fixed rate mortgages have varied from just over 7% to 11-1/2%. Adjustable rate mortgages over the same period have varied from 4.5% to 9.5%. As of this writing, fixed rate mortgages with one "point" are averaging about 8.25%, with adjustable rate mortgages averaging about 4.75%. Assuming 8% interest rate, as well as a 20% down payment, a family earning the median income of $39,700 per year could qualify for loan for a home priced at approximately $152,000. With a 5% down payment the family could afford a home priced at approximately $128,000. With a 1% increase in the interest rate, this same family could afford a $140,000 purchase price at 20% down, and $118,000 at 5% down.

Interest rates also affect the cost to builders and developers of financing single family and multi-family projects, thereby effectively increasing (or decreasing) the sales prices or rental rates for units in the given projects. Raising investment capital for multi-family projects can be difficult under any circumstances. It is even more difficult for low income housing and even more difficult for non-profit organizations and smaller developers; this is due, in part, to increasing equity requirements.

The federal 1986 Tax Act took away most of the tax advantages that made investment in low income housing attractive in the early 80's. The Tax Act treatment of corporations, however, is significantly different from that of individual investors. In general, corporations are not subject to the passive loss limitations and are allowed virtually limitless tax credits. Corporations therefore, are potentially the principle source of equity capital for low income housing development.
Debt financing for housing is available through the Redevelopment Agency or Housing authority of the City, which issue mortgage revenue bonds. In addition, SHRA provides debt financing with federal Community Development Block Grant (CDBG) and Home Investment Partnership Program (HOME) funds, and with local tax increment and Housing Trust Funds. The California Housing Finance Agency (CHFA) is another important public provider of single family and multifamily debt financing through mortgage revenue bonds. The bulk of debt financing, however, must be made available through private lending sources. It is therefore vital that the City actively encourage private lender participation in low income housing projects. This can be accomplished partially through careful monitoring of the Community Reinvestment Act performance of local lenders.
The increasing importance of local participation in the funding of housing assistance programs comes in light of the ever decreasing level of federal and state funding for these programs. CDBG

funds, the main source of federal funding for these programs, was reduced by 43% from 1980 to 1987.

The most effective use of the various funding sources would probably be the formation of a public/private partnership which could develop a "one-stop financing shopping center" where the unique financing of individual projects could be drafted as a package. "SHRA currently provides a 'one stop' shop for many federal and local funding sources, and has organized a regional loan pool for construction lending through a consortia of lending institutions called the Northern California Reinvestment Consortium."

6.10 Fair Housing Impediments

SHRA conducted an analysis of impediments to fair housing (February 6, 1999 report). The following is a summary of the impediments identified:

Some areas within the city and county have an over concentration of certain housing types

There are existing and new single family units that are not handicapped accessible

The results of a 1993 analysis of Home Mortgage Disclosure Act data reveals a pattern of lending which disproportionately excludes applicants from low income/and/or predominantly minority communities

Sacramento lacks an effective systematic method for information collection on issues such as racial steering and housing discrimination complaints.

The Study also identified recommendations to address each of these impediments including:

Sacramento should continue to promote and expand a variety of housing types and price ranges throughout the City and County

SHRA recommends additional analysis of HMDA data in order to accurately predict the extent of discrimination in lending and to develop an effective course of action

Work with the Human Rights and Fair Housing Commission to develop a more complete strategy to eliminate discrimination

Encourage the adoption of a mixed income approach to private development

Table 6-5
1998 Government Fees Collected for a Single Family Development
(100 unit subdivision)

Fee Type	Total Fee Amounts
Planning Fees	**(In Dollars)**
Negative Declaration	$ 3,700
Tentative Map	5,000[1]
Design Review	1,080
Public Works Review	950
	$ 10,800
Engineering	3,250
Final Map Charge	11,000
Tree Planting 100/Lot +200 corner lots (est 10)	No Fee
Survey Monumentation	186,700
Water Development ($1,835 per unit)	178,800
Quimby Fees .0149*#Lots*Value Land/Acre *1.2	42,025
Plan Check/Inspection[8]	7,750
Material Testing[9]	No √ Fee
Streetlight Design Full Cost (about $2,500)	12,601
Sewer Development Fee (126.01/DU)	22,200
1" Water Service w/Meter (159 per DU)	$466,826
Building	16,200
Plan Check	98,100
Building Permit	69,500
Major Street Construction Tax	869
Seismic Motion Instrumentation	224,100
Regional Sewer Fee (2241/DU)	3,475
Business License	184,000
School Impact	5,216
Technology	38,500
Residential Construction Tax	$639,485
Grand Total	$1,117,111
Per Unit	$11,179

Assumptions:
1. 1300 sq. ft. homes, 6000 ft. lots, 7du/na
2. 75% 3 Bedroom, 25% 4 Bedroom, attached 2-Car garages
3. $100,000 acre land value

Notes:
1. Base fee, staff fee @ $95hourly as needed may be added.
2. Fee varies from $1.72 to $ 4.15, contingent upon which of seven school districts serve the project.

Table 6-6
1998 Government Fees Collected
For a Multi-family Development

Fee Type		Total for Development (Dollar amount)
Planning Fees		
	Negative Declaration	1,400
	R-Review	3,000[1]
	Design Review	1,100[2]
		$5,500
Engineering		
	Tree Planting[3]	0
	Street Name Signs[4]	0
	Water Development[5]	46,669
	Sewer Development[6]	75,200
	Quimby fees	88,000
	Engineering[7]	1,000
	Water Tap & Meter Fee	4,125
		$214,994
Building		
	Plan Check	21,809
	Building Permit	44,428
	Major Street Construction Tax	46,127
	Seismic Motion Instrumentation	1,315
	Business License	2,506
	School Impact[7]	161,000
	Residential Construction Tax	28,250
	Technology	3,231
	Residential Construction Tax	0
	Water Development Fee	0
	Water Tap and Meter (4" service)	0
		$308,666
	Grand Total	$529,160
	Per Unit	$5,292

Assumptions

1. 5.0 acre site
2. Units average 875 GSF
3. Unit mix 50%, 1 bedroom, 50%, 2 bedroom
4. Five twenty unit buildings, One-hundred units total.
5. Building Valuation $ 6,265,875. Land Value $100,000/acre

Notes

1. Site is zoned to allow Multi-family development. "R" Review addresses on-site planning issues.
2. Base fee, staff fee @ $95 hourly as needed may be added for projects in PUD's or Design Review areas (not paid if project located in R Review Area).
3. Tree planting is addressed under general landscaping re: on-site development criteria.
4. Ibid.
5. Assumes the street frontage improvements are in place. Service provided via 4" infrastructure.
6. Total reflects capital investment equalization fee @ $752 per unit.
7. Fee varies from $1.72 to $4.15, contingent upon which of seven school districts serve the project.

Table 6-7
SELECTED RESIDENTIAL PLANNING APPLICATION FEE COMPARISON 1998

Entitlement	City of Sacramento Review & Entitlement Processing Fees	County of Sacramento Planning & Hearing Fees
General Plan Amendment	8500	$8932
Additional Fees:		
Res to Comm. Ind.	-	1478
Ag. to Urban	-	3644
200-500 ac.	-	2021
500 + ac.	-	6933
Community Plan Amendment	7,000	6961
Rezone	8,000 (+10/parcel)	7094
Variance (P.D/ZA)	500-1600	2742-3455
Variance (P.C./BS)	1,600	0
Variance (Fence ZA)	-	0
Development Plan Review		
Early Preliminary Review /Dev Plan Review	1,600	2148
PC,CC/BS "R" Review	2,400	2148
Special Permits		
PD/ZA	1,600	2704
CPC/Project	3,300	4288
Condominium Conversion	7,800	5600
Time Extension CC	2,000	3112
Tentative Map CPC/CC-PC/BS	5,000	7612
Appeal to Legislative Body	$250-1000	$2418
Post Subdivision Modification/ Subdivision Resubmission	2,000($10/parcel)	3146
Lot/Boundary Line Adjustment	500	747
Cert. of Nonconforming Use	259	347
Development Agreement	7,700+ Direct Cost	6591
Dev. Agreement Annual Review	N/A	441

Notes:
1. City entitlement designations are listed first.
2. City fees do not include miscellaneous related environmental or Public Works fees.
3. County fees do not include miscellaneous related environmental, Public Works, or Regional Transportation fees.
4. The following land use designation abbreviations are used:
   Res.-Residential Comm.-Commercial Ind.-Industrial Ag.-Agricultural
5. The following abbreviations refer to the appropriate hearing bodies:
   P.D. - City Planning Director Z.A. - County Zoning Administrator
   P.C. - City Planning Commission C.C. - City Council
   B.S. - County Board of Supervisors
6. Where specific entitlements are not available, the most similar entitlements and processes are compared.

Table 6-8
Comparison of Single Family Development Fees
City of Sacramento and Outlying Jurisdictions

		City of Sac.: Willowcreek	City of Sac.: North Natomas Q2B1	City of Sac.: North Natomas Q2B3	Laguna West	Folsom: Broadstone Unit 2	Roseville: North Central	Roseville: North Roseville	Rocklin: Stanford Ranch
Single Family	City/County Fees	$8,061	$8,061	$8,061	$10,153	$13,047	$15,109	$15,817	$17,020
	Plan Area Fees	$5,588	$2,742	$7,942	$0	$2,292	$3,423	$0	$0
	School Mitigation	$3,474	$8,226	$8,226	$7,152	$6,066	$10,355	$10,564	$8,844
	Infrastructure Bond Debt	$7,476	$9,141	$2,875	$10,751	$9,826	$11,155	$12,442	$4,776
	Total	$24,599	$28,171	$27,105	$28,057	$31,231	$40,043	$38,823	$30,640

Table 6-9
Comparison of Multiple Family Development Fees
City of Sacramento and Outlying Jurisdictions

		City of Sac.: Generic with No Fin. District	City of Sac.: North Natomas Q1B5	City of Sac.: North Natomas Q4B8	Folsom: Broadstone Unit 2	Laguna West	Roseville: North Central	Rocklin: Stanford Ranch
Multi-Family	City/County Fees	$5,513.00	$5,646	$5,646	$9,607	$5,801	$10,816	$9,468
	Plan Area Fees	$0.00	$1,328	$2,786	$576	$0	$0	$0
	School Mitigation	$1,641.00	$3,885	$3,885	$3,239	$3,539	$2,149	$4,468
	Infrastructure Bond Debt	$0.00	$3,482	$737	$2,047	$2,284	$2,433	$2,207
	Total	$7,154.00	$14,340	$13,053	$15,468	$11,624	$15,397	$16,143

Figure 6-1
Comparison of Single Family Fees

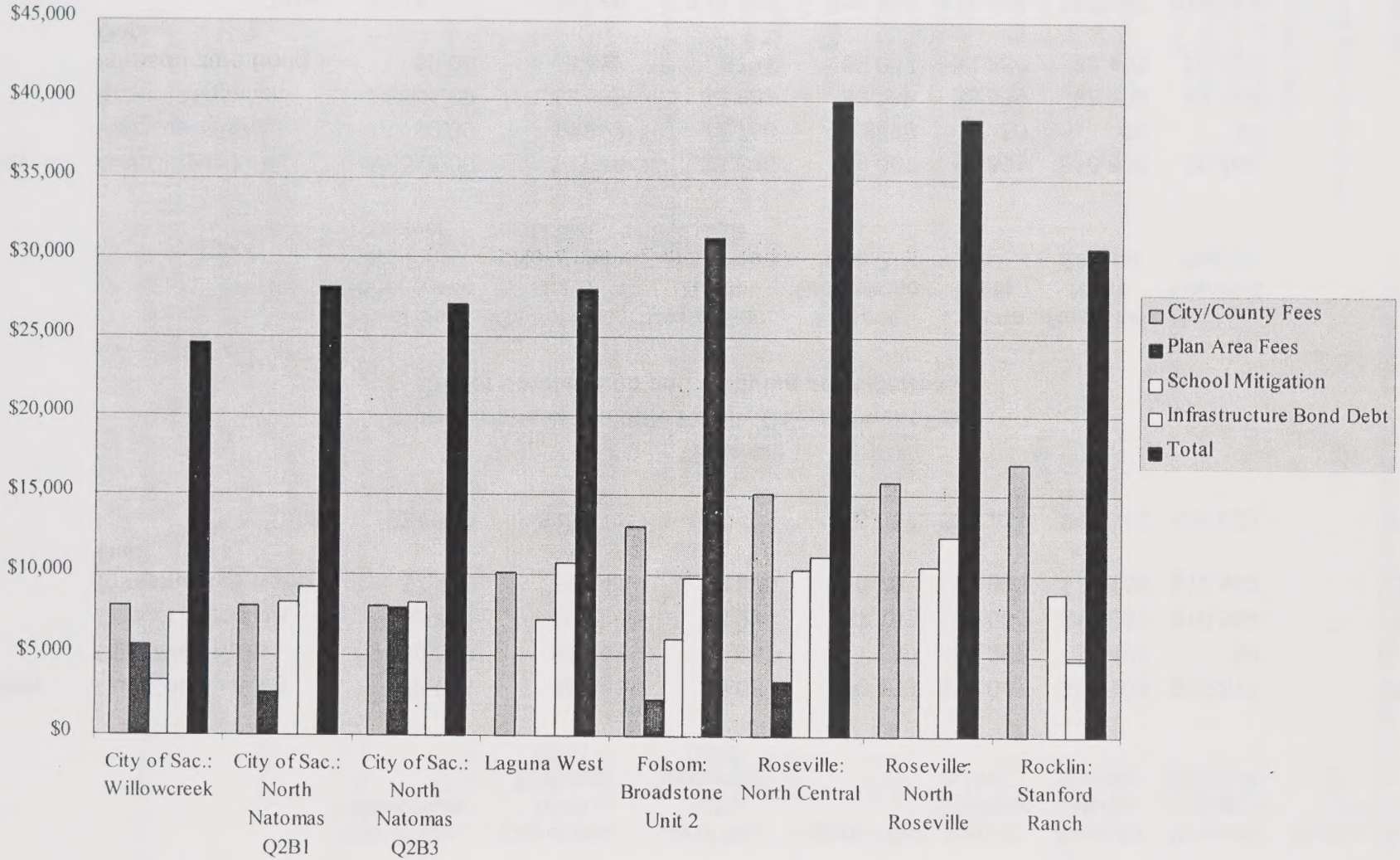
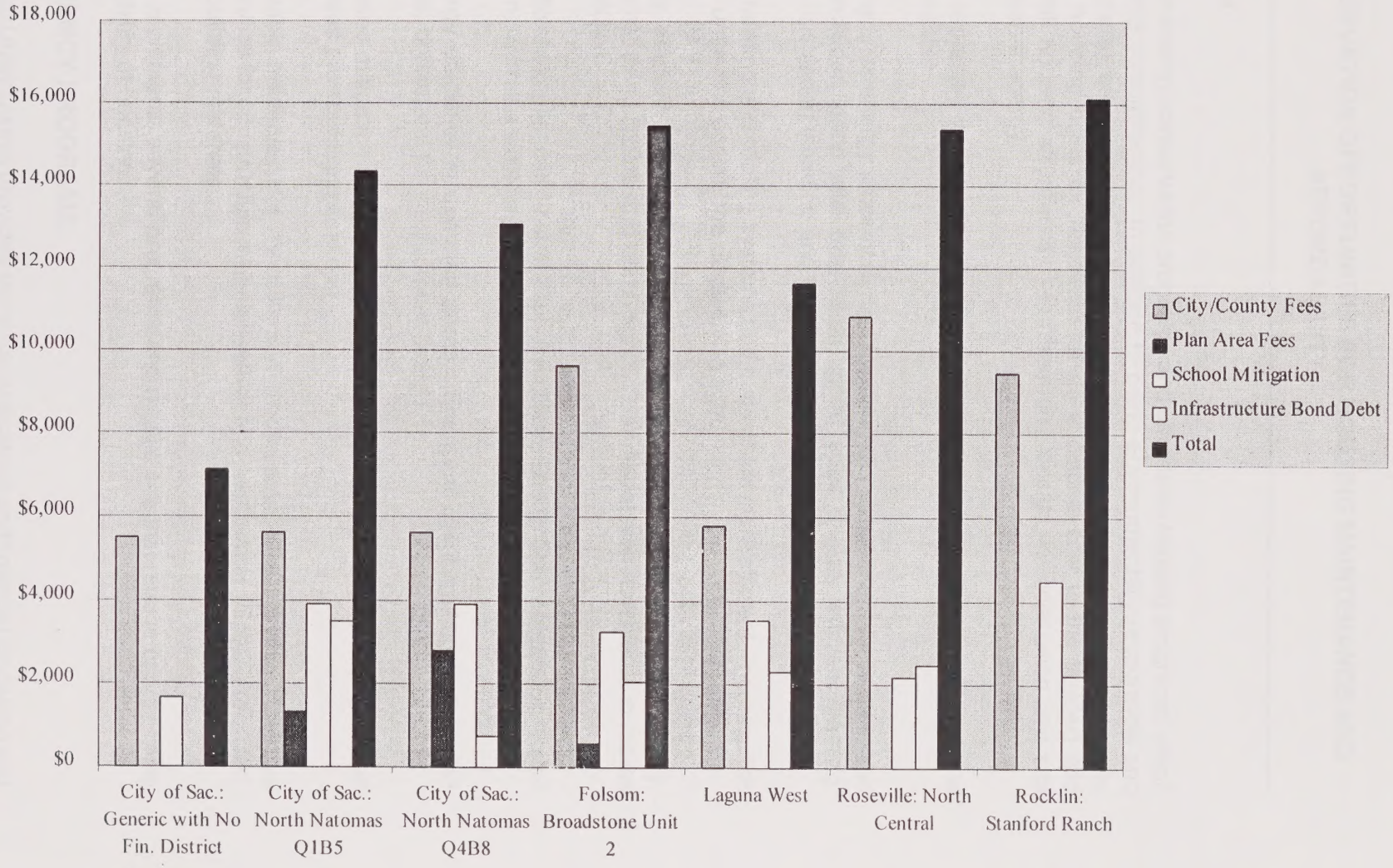


Figure 6-2
Comparison of Multiple Family Fees



7. ENERGY CONSERVATION OPPORTUNITIES FOR HOUSING MAINTENANCE AND AFFORDABILITY

1 INTRODUCTION

ıe relationship between energy conservation programs and affordable housing programs, which e not often linked, merits strengthening. In addition to being environmentally responsible and conomically efficient, energy efficient building design and other energy conservation measures sult in lower monthly housing costs for residents (at no additional cost to the builder) and ontribute towards overall housing affordability. Furthermore, design, lot orientation and site anning could help conserve energy.

ıe following guidelines represent sound principles for designing and constructing housing that is ıergy efficient and affordable:

1. Make the living units energy efficient by first lowering the requirement for heating and cooling. This includes good site orientation, good solar design, efficient framing, weatherstripping, insulation, shading and high quality windows.

2. Downsize the heating and cooling systems and make them more efficient. Increase the SEER of the A/C units and ensure the ductwork is tight.

3. Install energy efficient lighting. This includes the kitchen area, bathroom vanity, hallways, bedrooms, living rooms and porch lights. Use fluorescent torchieres in rooms without ceiling fixtures.

4. Use energy efficient appliances. Install a super efficient, Energy Star refrigerator. Install a microwave oven. Install a water heater with an energy factor of .60 or more.

5. Look for energy efficiency in common areas. Energy efficient lighting (indoor and outdoor), washers, dryers and pool equipment design.

6. Install heat island mitigation measures like white roofs, strategic shade trees, shaded pavement and grass pavement applications.

7. Include renewable measures like PV roofs and ground source heat pumps. Improve recycling opportunities for construction material, refuse and wastewater. Specify recycled, and sustainable building materials.

ıe City of Sacramento implements several programs and regulations that reduce energy costs ıd reinforce the affordability of housing.

2 ENERGY EFFICIENCY PROGRAMS

Sacramento Municipal Utility District provides technical assistance and financial for design and truction of new housing and remodeling of existing facilities. For new construction, SMUD fers design and technical assistance for incorporating efficiency features in projects. Incentives ay be available for upgrading air conditioning, lighting, and appliances to more efficient systems.

Free shade trees may be available. SMUD also programs to incorporate advanced systems like photovoltaic roof panels and ground source heat pumps into new projects. Design assistance is also available for retrofit projects. SMUD also offers programs to lower the utility bills for occupants of low-income housing.

7.3 POLICIES PROMOTING ENERGY EFFICIENCY

Several current residential development regulations and policies promote energy conservation and efficiency of use. For instance, the City has actively encouraged the development of vacant sites throughout Sacramento. Infill development takes advantage of existing infrastructure.

Programs and policies supporting residential energy efficiency are:

(1) Infill Program
The City offers incentives to develop vacant parcels within older neighborhoods, thereby taking advantage of existing infrastructure and other services.

(2) SHRA Rehabilitation Programs
As part of SHRA's housing rehabilitation loan program, weatherization and certain energy efficient improvements can be financed. Similar to SMUD/PG&E conservation programs, this program helps reduce operating costs of existing housing and can help reduce on-going costs of affordable housing.

(3) Tree Planting Program
SHRA has implemented a tree planting program in consultation with the Sacramento Tree Foundation and SMUD as a form of energy assistance, to provide shade and to help with neighborhood revitalization.

(4) Subdivision Ordinance Regulations
Lot orientation regulations in the ordinance promote natural solar power and energy conservation.

(5) Multi-Family Parking Lot Tree Shading Ordinance

(6) Residential Water-Metering Requirement
Water meters are required to be installed in all new residential construction.

(7) Implementation of Title 24

(8) Transit Oriented Development. Programs which encourage new residential development (including density increases) along transit lines are included in the programs.

(9) Promote Energy Conservation in New Development. The City will strive to improve energy conservation in new and existing housing by working with SMUD, PG&E and other agencies whenever it is practical and advantageous to do so.

8. PRESERVATION OF ASSISTED UNITS

8.1 INTRODUCTION

The City of Sacramento contains over 2,700 affordable apartment units with federal government assistance that is expiring. These multifamily complexes have "project-based assistance," meaning that the subsidy is attached to the complex; in consideration of the government assistance, the owner makes rent-restricted units available to very low- and low-income households. When the term of regulatory agreements governing the units' affordability expires, the owners are free to renew or discontinue the contracts that provided rent subsidies and/or below market interest rates. They are also free to prepay their mortgages, sell the developments, and charge market rents.

To avoid the immediate loss of affordable housing, Congress replaced project-based assistance with tenant-based vouchers (now merged with Section 8 certificates) so that tenants would receive the same subsidy - payment of 30 percent of their income for rent with the government contributing the difference between the tenant's payment and a fair market rent. Owners could continue to rent to the same tenants, now with Sec. 8 certificates, or could refuse to participate in the Section 8 program. In the latter case, the tenants would be displaced and would have to look for housing elsewhere where the owner would agree to participate in the Section 8 program.

The terms describing this situation - the right of the owners to terminate government assistance - are "opt-outs," "prepayments," and "expiring use projects." Prior to 1996, Congress established a process through the Department of Housing and Urban Development (HUD) where owners could prepay if they negotiated a sale through priority or qualified purchasers, generally nonprofit housing corporations. During the time that the Low Income Housing Preservation Program and Resident Homeownership Act (LIHPRHA) was in effect, the Sacramento Housing and Redevelopment Agency established a Preservation Grant and Loan Program which funded technical assistance and education programs, predevelopment loans, and equity contributions to help nonprofits obtain the housing subject to the termination of federal government assistance. Five apartment complexes in the County were sold to nonprofit corporations during this time, preserving the units' affordability. Many more projects, including four in the City, were not sold to qualified nonprofit purchasers because of HUD's difficulties in processing the complicated transactions prior to Congress' ending the program.

The 1996 change in the federal government's treatment of the prepayment and expiring use housing problem vastly altered the ability of local government to maintain the complexes as assisted housing. Attention is now directed toward ensuring that a sufficient number of apartment owners participate in the Section 8 program so that displaced tenants find suitable alternatives where their new Section 8 certificates can be used. In addition, Congress' renewal of the new tenant-based certificates is critical for maintaining the same number of affordable units in the private market.

In 1997, Congress adopted the Multifamily Assisted Housing Reform and Affordability Act (MAHRAA), which released owners from any obligation to accept Section 8 contract renewals. To provide incentives to stay in the program, it authorized funding for those projects with Section 8 rents significantly above the market to renew their contracts at lower rents, restructure the remaining debt to prevent foreclosures, and allow for necessary operational costs and reserves.

Called "Mark-to-Market," this new program only affected five Sacramento projects, all of which were senior housing. Because of tax complications and different considerations given to senior housing, the senior developments have renewed their Section 8 contracts without restructuring.

For fiscal year 2000, Congress offered incentives for owners of projects with Section 8 rents below comparable market rents to renew their contracts. Called "Mark-up-to-Market," the new incentives have just become operational (January 2000) and have attracted owners' attention in Sacramento. In the unincorporated County of Sacramento, at least two owners who had issued their Notice of Intent to Sell are considering reversing that action to take advantage of the new incentives.

8.2 INVENTORY OF UNITS AT RISK OF LOSING THEIR AFFORDABILITY

Project-Based Section 8 and Federal Housing Administration Insured Loans

Three different groups of multifamily housing developments are pertinent to this discussion: 1) developments with project-based Section 8 contracts that are expiring; 2) projects insured by FHA; and 3) tax-exempt mortgage revenue bonds. The first two are closely related. Bond projects, on the other hand, while they do not have the same HUD requirements, are related to the opt-out and prepayment issues through some of the same tools to preserve affordability.

For projects with Section 8 contracts that are expiring, federal law allows the owners to opt-out (not renew) the contracts, or they may renew generally one year at a time. Notice of the owner's intent to let the Section 8 contract expire must be given at least one year in advance to the tenants, HUD, and the State Department of Housing and Community Development. HUD notifies SHRA, which begins the process of holding tenant meetings to explain the replacement Section 8 vouchers, determining eligibility, and issuing the vouchers. Table 8-2 lists the projects with expiring Section 8 contracts.

As stated previously, multifamily property owners with Section 8 contracts have a variety of FHA-insured loans. These include: Section 202 – Elderly and Disabled Housing with Section 8 assistance; Section 213 – Cooperative housing; Section 221(d)(3) – Low/Moderate Income Housing with limited distributions and below-market interest rates; Section 221(d)(4) - Moderate Income Housing (usually for-profit owners); Section 223 – various refinancing programs; Section 231 – Elderly Housing; and Section 236 – Interest Reduction Program.

One City of Sacramento project with an FHA-insured loan without a Section 8 contract has prepaid: College Gardens II. College Gardens prepaid its mortgage in 1992, and eligible tenants received preservation vouchers (Table 8-3). In 1999, the new owner sold the complex to a nonprofit housing corporation that received 501©(3) bonds, which restricts at least 20 percent of the units to households below 50 percent of area median income. A second FHA-insured project without Section 8 – Cosumnes River Apartments – extended its regulatory agreement ten years, to 2014. (The 1989 Housing Element incorrectly identified three C Street properties as FHA-assisted only; the owners had Section 8 contracts and renewed them (Table 8-12.

The vast majority of FHA-insured multifamily projects have Section 8 contracts. As Table 8.2 demonstrates, the most prevalent programs that provided low-interest financing or mortgage insurance are the Section 236 and Section 221(d)(3) Below-Market Interest Rate (BMIR) programs, resulting in loans ranging from 1 percent to 3 percent interest. Tenants in these projects benefited

from the interest rate subsidies that provided lower rents, based on the owner's operations' costs and debt service. In many instances, HUD added Section 8 subsidies to provide deeper subsidies and increase the project's income to remedy operating shortfalls. A few Sec. 236 and 221(d)(3) projects in Sacramento received "Flexible Subsidy" funds for rehabilitation; restrictions on prepayment were more significant in these cases, although possible if the new owner continued deep affordability restrictions after the mortgage prepayment, as was the case of Kennedy Estates, which is described below.

HUD also provided project-based Section 8 assistance to many private owners through the FHA Section 221(d)(4) mortgage insurance program, which unlike the insurance programs mentioned above, did not carry below market interest rates. The balance of project-based Section 8 assistance was provided through state housing finance agencies.

An owner's decision to prepay an FHA-insured mortgage is independent of his decision to terminate the Section 8 contract, and HUD treats them as separate issues. However, most of owners' decisions are made together – to prepay the mortgage and opt out of the Section 8 contract. The owner may also decide to continue renting to Section 8 tenants, or may refuse to participate in the Section 8 program.

Risk Assessment Analysis

In order to forecast which assisted housing developments are the most likely to discontinue their affordability agreements, it is helpful to review recent conversion activity. (There were no ELIHPA or LIHPRHA preservation projects in the City.)

American River Village (HUD foreclosure) originally contained 25 Section 8-assisted units in the 124-unit project, although at the time of sale many units were vacant and some were not habitable. A nonprofit housing development corporation, the Sacramento Mutual Housing Association, purchased the property, substantially rehabilitated it, and preserved its affordability for 55 years through the Low Income Housing Tax Credit program and SHRA loans. The total development cost was $9.2 million, with $980,000 in SHRA assistance. The development accepts Section 8 tenants.

Ping Yuen Center, owned by the City Housing Authority but not part of the conventional public housing program, had also been purchased out of a HUD foreclosure. Its Sec. 236 loan had been combined with Section 8 on all 72 units. Because of building structural flaws, the tenants were relocated and allocated Section 8 vouchers, and the buildings will be demolished. Replacement units have been provided through public housing production in the City.

Sun Garden was a 150-unit Section 8-assisted, Section 236 insured development. A for-profit developer with a nonprofit managing general partner rehabilitated the units, discontinued Section 8 project-based subsidies, but accepted the tenant-based vouchers issued to the tenants. The project was financed with tax-exempt mortgage revenue bonds and 4 percent Low Income Housing Tax Credits. The affordability period is 30 years.

Discovery Park I, II, and III prepaid Sec. 221(d)(4) mortgages; 136 Section 8 units had been distributed among the property's 566 units. (Discovery Park IV has stayed in the program with 36 Section 8-assisted units out of 128). Although the owner had proceeded with a tax-exempt bond

inducement, bond financing was not completed. Section 8 is no longer accepted in phases I, II, and III.

Washington Park I and II is comprised of 103 units, all Section 8-assisted and Sec. 236-insured. Both mortgage prepayment and nonrenewable of the Section 8 contract have taken place, although the tenants are staying in place with their Section 8 vouchers.

Ralph Kennedy Estates had also been purchased by the City Housing Authority out of a HUD foreclosure in 1978 and subsequently received a Flexible Subsidy grant for rehabilitation. Its loan was a Section 236. In 1996, the project was sold to Rural California Housing Corporation, a nonprofit housing corporation with the condition that it perform substantial rehabilitation on the failing building systems. The project is maintaining very low rents for 55 years as a result of financing through the Low Income Housing Tax Credit program and SHRA assistance. The total development cost was $6.16 million, with $1.25 million in SHRA assistance. The development accepts Section 8 tenants.

More "conventional" opt outs and prepayments have occurred with 1708 V Street and Piedmont Arms. Their mortgages were insured under Section 221(d)(4) and Section 236, respectively. Piedmont's rents were 46 percent of the Fair Market Rent, the others at 70 percent FMR. (Using 1998 HUD data, FMRs for 1- and 2-bedroom units were $481 and $595; market rents were $499 and $574.) These transactions were between for-profit entities. In January 2000, Whispering Pines (AKA Meadowview Riviera), a 96-unit, 100 percent Section 8/236, signed a purchase agreement with a nonprofit entity. Long term funding was being sought through SHRA, the State Department of Housing and Community Development, and Low Income Housing Tax Credits to preserve affordability for 55 years. The current rents are 86 percent of the FMR.

This recent conversion experience gives some indication of predictors, if the initial HUD-foreclosed properties are not considered. The balance of the projects (Discovery Park, Washington Square, 1701 V, and Piedmont Arms) had contract rents below FMRs (market), they were owned by for-profit firms, and their Section 8 contract terms were expiring in less than 5 years. All but Piedmont were located in downtown Sacramento, where rents are accelerating and vacancies low.

Given these factors, projects at high risk of conversion are projected to be:

- Contract rent below 100 percent of FMR
- For-profit owners
- Section 8 contract expiring in less than 5 years
- Location in high demand area (downtown Sacramento, South Natomas, Greenhaven, East Sacramento)
- It is assumed that these developments would have more to gain from market appreciation on unregulated units than they would under HUD's new Mark-up-to-Market incentives to remain with the Section 8 program and receive true market or above-market rents.

Low risk developments would be characterized by:

- Contract rents above 120 percent FMR
- Section 8 contracts expiring in more than 5 years

- Nonprofit ownership, coupled with senior housing
- It is assumed that there would be difficulty to obtain above-market rents without Section 8 and subsidized debt on these 20+ year old properties; developments with nonprofit owners could be challenged as to their mission and disposition of proceeds; and displacing low- and very low senior citizens, even with Section 8 vouchers, would be highly unpopular.

Developments at moderate risk of prepayment and Section 8 termination would by definition fall between these two assessments, and are the most difficult to predict. Congress' increasing the incentives to renew Section 8 contracts may have a powerful effect on the decisions of this "moderate risk" group of owners, as would the extended economic recovery that has produced rent increases in many Sacramento neighborhoods. With these disclaimers, the moderate risk developments may be characterized by:

- Contract rents under 120 percent FMR
- For profit owners
- Section 8 contracts expiring in less than 5 years
- Location outside of existing high demand areas (where trends toward higher rents and lower vacancies have already taken place)
- Condition of property

Table 8-2 lists the HUD inventory of potential expiring use projects with high and low risk projects identified. (The Fair Market Rent figures provided by HUD are based on 2000 FMR's out levels.) In December 1999 the California Housing Partnership, a statewide organization concentrating on opt out and prepayment issues, published a risk assessment of HUD-assisted housing, "Preserving California's Housing Stock: A Risk Assessment of the Potential Loss of HUD-Assisted Multifamily Housing in California," which was an important source of information on which the Sacramento risk assessment was based. The California Housing Partnership listed high risk projects in Sacramento as 17th and V Street Apartments, Broadway Garden Duplexes, Grand Avenue Villa, Meadowview Riviera, Sherwood Court, Townhouse Villas, and Washington Square. (The first and last of these projects had already opted out in private transactions, and Meadowview Riviera is being sold to a nonprofit housing corporation for continued affordability.)

Tax-Exempt Mortgage Revenue Bonds

Tax-exempt mortgage revenue bonds for multifamily housing were a popular vehicle for financing mixed-income and affordable housing developments in the 1980s. Their regulatory agreements extended for 10 or 15 years, fewer years than the longest bond maturity. Issued by the housing authority, the interest on the bonds is not subject to federal or state taxation; the consequent below market cost of funds creates below-market interest rate mortgages. In consideration of that subsidy, a minimum of 20 percent of the units are set aside for rental to households at 50 percent of the median income. (IRS allows either the 20 percent set aside or 40 percent of the units to be rented to and occupied by persons earning 60 percent of the area median income, but Sacramento has chosen the deeper affordability choice.)

(In the mid-1990s, developers began using mortgage revenue bonds with the four percent Low Income Housing Tax Credit (LIHTC) program, generally restricting 100 percent of their units to 50 and 60 percent of area median income. These combined financing tools were used to purchase HUD opt out projects, rehabilitating the projects and maintaining their affordability through other

subsidies than project-based Section 8. Tenants in these opt-out projects were given Section 8 certificates which they could continue to use at the site or elsewhere. Sun Garden and Kennedy Estates are examples of the use of this financing for Section 8 expiring use projects.)

As shown in Table 8-4, eight of the thirteen mortgage revenue bond projects in the City of Sacramento have had expiring regulatory agreements and were refunded to preserve affordability. Four obtained technical amendments, generally to substitute and strengthen credit enhancement. In all bond refundings, the Agency requires rehabilitation that affects the health and safety of tenants, deepens the affordability requirements to reach very low-income tenants, and/or requires that rents be restricted in addition to household income. In addition, the Agency requires that the regulatory agreement stay in place as long as the bonds are outstanding.

Changes in the procedures of the California Debt Limit Allocation Committee (CDLAC) have also assisted in extending the affordability of the projects. In the competitive allocation system, projects with 30-year to 55-year regulatory agreements now receive higher priority.

As Table 8-4 indicates, regulatory agreements on four Sacramento City bond projects expire before 2002. The Agency aggressively encourages bond refundings and offers local financing to meet rehabilitation needs. It also encourages the use of new mortgage revenue bonds with or without the four percent Low Income Housing Tax Credit program.

8.3 COST ANALYSIS

State law requires that a cost analysis be shown comparing the cost of replacing opt out and prepayment units with the cost of replacing the lost subsidy. If all assisted housing developments would opt out of their affordability requirements, an estimated physical cost of replacement housing would be $196 million (2,793 units @ 700 square feet average @ $100/square foot construction cost). The cost of the lost subsidy could roughly be estimated by assuming that if Section 8 assistance contributes an average of $200/month per household toward rent, then the direct cost of the lost subsidy is $6,703,200 annually. The substitution of Section 8 tenant-based vouchers for project-based assistance reduces the cost of the lost subsidy, but the two Section 8 programs are difficult to compare because of vouchers' dependence on annual Congressional appropriations.

Experience with opt out projects to date shows the complexity of a true cost analysis. Table 8-3 lists the projects that have prepaid their mortgages and/or did not renew their Section 8 contracts. Tenants in these developments are offered Section 8 assistance. SHRA staff found in prepayment (not Section 8-assisted) projects in the City and County, the comparatively low number of tenants accepting Section 8 assistance was due primarily to 1) their being over-income; or 2) the Section 8 assistance being too small, in the judgment of the tenant, to be worth the program's requirements. In these complexes prior to the owner's prepayment, if the tenants did not choose to recertify their incomes annually, they could forgo the reduced rent (established by the below-market rate loan) and pay market rent, which was generally below the fair market rent. In projects with Section 8 contracts that have terminated, the use of tenant-based Section 8 certificates is more frequent. Tenants have been less likely to be over-income; some have not qualified because of the type of their criminal background history.

8.4 RESOURCES FOR PRESERVATION

SHRA's preservation program consists of the following six elements:

- Notification of owners of their notification and priority purchase requirements under state and federal law
- Grants to non-profit corporations to educate and inform tenants and redevelopment advances to investigate the feasibility of acquiring projects
- Priority in loan funding
- Participation in HUD's Interest Tate Reduction assumption program and Section 8 administration for opt-out projects
- Use of companion federal and state programs for preservation
- Issuance of tax-exempt mortgage revenue bonds

Communication with owners is an important part of the opt-out process.
SHRA notifies owners of their notification requirements under state and federal law, presents and encourages use of SHRA resources for preservation, and provides information on the process for awarding Section 8 enhanced vouchers to eligible tenants.

Prior to Congress' allowing owners of expiring use and HUD-insured projects to prepay, SHRA funded nonprofit housing corporations to conduct tenant education programs, investigate feasibility of purchasing projects under HUD's preservation programs, pay for predevelopment expenses, and provide gap financing. With the end of HUD's programs directing the sale of preservation projects, SHRA continued to award grants to nonprofit corporations to provide assistance to tenants as they changed from different forms of subsidized housing to Section 8 portable certificates. The Human Rights/Fair Housing Commission of Sacramento carries out these education activities under contract to SHRA. SHRA also awards Operating Assistance Grants for Nonprofit Housing Development corporations to investigate the early feasibility of acquiring troubled properties, as well as other purposes. Such grants may be used to investigate the acquisition of opt out projects.

The leading local nonprofit housing corporations with the experience and ability to acquire and manage opt-out projects are as follows:

Associacion Campesina Lazarus Cardenas
Communities Housing Opportunities Corporation
Eskaton
Mercy Charities Housing California/Rural California Housing Corporation (recently merged)
Nehemiah Progressive Housing Corporation
Sacramento Mutual Housing Association
Sacramento Valley Organizing Community
Volunteers of America

With regard to flexible loan programs, SHRA assumes the regulatory responsibility of HUD's below

market interest rate loans (IRP) and Section 8 contract administration to facilitate the purchase of opt-out projects by nonprofit corporations. The agency accepts applications for gap financing bimonthly for HOME Investment Partnership Program funding, local Housing Trust Funds, and tax increment funds. Priority is given to the acquisition and rehabilitation of housing, which includes all preservation projects. Any nonprofit or for-profit developer is encouraged to submit applications.

Federal Home Investment Partnership Funds (HOME), of which the City receives $2.8 million to $3 million annually, are the most useful for preservation projects and priority in their use has been designated for acquisition and rehabilitation projects. City Housing Trust Funds, which depending on the economic climate generate from $500,000 to $1 million in revenue annually, require "net new units," and are therefore not applicable for most opt-out projects, which are occupied housing. Redevelopment area tax increment housing setaside funds are targeted to the redevelopment area that generated them, and are used to increase and improve the housing that serves the redevelopment area. Funding the purchase of opt-out projects is an eligible use of these housing funds, and they have been used for such purchases. The total amount of housing set aside funds varies by redevelopment area; estimates are listed in Chapter 9.

Tax-exempt mortgage revenue bonds with and without Low Income Housing Tax Credits have been the primary means by which opt out projects have been acquired, rehabilitated, and preserved as affordable housing in the County of Sacramento. In the City, Sun Garden has completed the mortgage revenue bond/tax credit process. As described above, two Section 8 expiring use projects – Kennedy Estates and American River Village – were preserved as affordable housing through a combination of SHRA funding (deferred payment loans) and Low Income Housing Tax Credits.

SHRA will participate with the California Housing Finance Agency in the new HUD financial restructuring programs adopted by Congress for project-based Section 8 developments as well as with the State Department of Housing and Community Development in the incentive financing it provides for the preservation of affordable housing. SHRA is also considering acquisition of expiring use projects for its own account in the event that local nonprofit corporations do not actively pursue these developments.

8.5 QUANTIFIED OBJECTIVES

The goal of the City's preservation policy is to maintain an adequate supply of affordable housing. This goal pertains not only to the existing inventory of regulated units subject to expiring use, but also to the number of apartments in the private sector that accept Section 8 certificate holders. Given an open sales process and the availability of bridge loan financing, a number of financing methods, generally in combination, can achieve long-term affordability: tax-exempt bond financing and equity raised through the four percent Low Income Housing Tax Credit program, the use of nine percent tax credits, local subsidies in the form of deferred payment low-interest loans, and use of State resources from the California Housing Finance Agency and the Department of Housing and Community Development. In addition, HUD's mark-to-market and mark-up-to-market programs, when operational, should increase incentives for existing owners to continue operating their developments as affordable housing.

Given the past two years' rate of conversions and acceptance of Section 8 on site, it is reasonable to assume that annually at least 100 units will opt to stay in the subsidy program and 100 units will

be sold to owners who will maintain the affordable rents through a variety of subsidy programs mentioned above (Table 8-1) . Of the estimated 200 units whose owners decide not to renew their Section 8 contracts, 85 percent of the residents will receive Section 8 certificates or vouchers, the great majority of them, estimated at 75 percent, being used on site.

Table 8-1:

Quantified Objectives for Expiring Use or Prepayment Projects: 1999-2002	
Extend contract:	100 units per year
Sell but remain affordable	100 units per year (potential nonprofit purchase)
Convert to market rate	200 units per year, 85 % tenants assisted
Preserve bond units over a 3 year period	100 units

Table 8-2
SECTION 8 PROJECTS WITH EXPIRING CONTRACTS
CITY OF SACRAMENTO

Name	Address	Location	Zip	Units	Section 8	Elderly (1)	Funding	Exp. Date	% FMR
2301 C Street	2301 C Street	Sacramento	95814	16	16	0	236 (J)	6/4/02	1.05
2410 C Street	2410 C Street	Sacramento	95814	16	16	0	236 (J)	6/4/02	1.08
2517 C Street	2517 C Street	Sacramento	95814	16	16	0	236 (J)	6/4/02	1.08
1215 D Street (H) (2)	1215 D Street	Sacramento	95814	24	24	0	236 (J)	5/31/95	0.59
Broadway Gardens Duplex	3112 53rd Street	Sacramento	95820	4	4	0		10/20/01	0.81
Broadway Seniors Center	5200 Broadway	Sacramento	95820	120	119	119	221 (D) (4)	3/31/00	1.09
Camelot South (H)	1220-1222 E Street	Sacramento	95814	20	20	0	236 (J)	4/30/96	0.95
Camelot North (H)	1221 E Street	Sacramento	95814	20	20	0		4/30/96	0.95
Casa De Angelo	3151 Notre Dame Drive	Sacramento	95826	100	100	100	221 (D) (4)	9/30/99	1.070
Cascade Apartments	7600 Fruitridge Road	Sacramento	95820	74	73	0	221 (D) (4)	3/8/01	1.13
College Gardens (H)	7745-7761 College Town Drive	Sacramento	95826	100	39	0	221	9/30/96	0.7
Countrywood Village	5500 Mack Road	Sacramento	95823	124	27	0		8/31/98	1.11
Countrywood Village East	5700 Mack Road	Sacramento	95823	168	34	0		4/15/04	1.14
Cosumnes Apartments	8180 Center Parkway	Sacramento	95828	84	0	0		2014	
Diakonia	5581 Mendocino Blvd.	Sacramento	95820	48	48	48	202 Direct	11/1/03	1.22
Discovery Park Apts. IV (H)	2025 W. El Camino Avenue	Sacramento	95833	128	39	0		8/31/98	.99 1.11
Florin Gardens Apts	6951 24th Street	Sacramento	95822	72	55	0	221 (D) (3)	9/30/97	0.76
Florin Gardens COOP	2471 57th Avenue	Sacramento	95822	112	83	0	236 (J)	8/31/96	0.64
Florin Gardens East II	2536 Wah Avenue	Sacramento	95822	52	52	0	236 (J)	10/31/96	0.75
Florin Meadows I	7301 29th Street	Sacramento	95822	120	120	0	221 (D) (3)	5/31/98	0.82
Florin Meadows II	7301 29th Street	Sacramento	95822	124	124	0	221 (D) (3)	5/31/98	0.82
Forrest Palms Senior Center (L)	1825 El Monte Avenue	Sacramento	95815	40	39	39		3/6/00	1.21
Gloria Drive	7201 Gloria Drive	Sacramento	95831	32	32	0	221 (D) (4)	11/18/01	1.19
Grand Avenue Villa	3740 May Street	Sacramento	95838	18	18	0	221 (D) (4)	6/30/99	0.77
Greenfair Towers I	701 Fairgrounds Drive	Sacramento	95817	194	194	194	221 (D) (3)	5/96-6/98	0.85
Greenridge	5125 47th Avenue Apt.	Sacramento	95824	88	18	0	236 (J)	4/30/01	1.1
Hellenic Seniors Center (L)	7847-1 Rush River Drive	Sacramento	95831	69	69	69	221 (D) (4)	6/21/01	1.22
Larchmont Valley HI	5280 Meadow Park Way	Sacramento	95823	10	10	0	202 Direct	6/20/09	0.89
Morey Terrace	370-374 Morrison Avenue	Sacramento	95838	44	44	0		9/30/96	0.97
Subtotal				**1929**	**1429**	**569**			

Table 8-2 Continued
SECTION 8 PROJECTS WITH EXPIRING CONTRACTS
CITY OF SACRAMENTO

Name	Address	Location	Zip	Units	Section 8	Elderly(1)	Funding	Exp. Date	% FMR
National Church Residences (L)	2624 511 Traction Avenue	Sacramento	95815	40	40	0	202 Direct	11/7/05	1.55
Normandy Arms (H)	1327 E Street	Sacramento	95814	20	20	0	236 (J)	7/31/96	0.95
Oak Park	4033 Broadway	Sacramento	95817	24	24	0		5/24/19	0.93
Park Place	1230 N Street	Sacramento	95814	156	143	156	231	9/30/97	1.14
Parkview	7252 Munson Way	Sacramento	95823	97	97	0		8/27/20	1.15
Pioneer Towers II	515 P Street	Sacramento	95814	198	100	198	231	2/8/98	1.18
Ridgewood	5412 47th Avenue	Sacramento	95824	41	41	0		6/17/20	1.21
River City Residences	1806 1816 O Street	Sacramento	95814	15	15	0	202 Direct	10/31/07	1.21
Sac Pha 8 Scattered Lots	7873 Ann Arbor Way	Sacramento	95824	8	8	0		8/25/17	0.53
Sherwood Court (H)	1218 D Street	Sacramento	95814	14	14	0	236 (J)	5/31/96	0.71
Shiloh Arms	4009 23rd Avenue	Sacramento	95820	106	106	0	236 (J)	8/96-6/98	.80 .72
Sky Parkway Terrace (L)	5414 Sky Parkway	Sacramento	95823	59	59	0	221 (D) (4)	7/27/98	1.23
Southcrest Apartments	7390-A 24th Street	Sacramento	95822	30	30	0	221 (D) (4)	9/30/97	1.11
St. Francis Manor	2515 J Street	Sacramento	95816	126	126	126	202 Direct	10/9/98	1.15
Townhouse Villas	3730 Modell Way	Sacramento	95838	100	100	0	221 (D) (4)	11/30/98	0.69
Victoria Apts.	1307 F Street	Sacramento	95814	10	10	0	221 (D) (4)	5/31/96	
Washington Square III (H)	901 E Street	Sacramento	95814	40	40	0	236 (J)	5/31/96	.95 .76
Whispering Pines AKA Meadowview	7610 Amherst Street	Sacramento	95832	96	96	0	236 (J)	7/31/96	0.82
Willow Tree AKA Norwood Arms	4300 Norwood	Sacramento	95838	108	108	0	236 (J)	5/96-6/98	.73 .77
Wong Center	331 333 J Street	Sacramento	95814	187	187	187	236 (J)	5/96-6/98	.70 .73
Total				**3512**	**2817**	**1236**			

Notes: (1) Units restricted to elderly
(2) Estimate of risk of prepayment or op-out; high (H) or low (L)

Table 8-3
PREPAID SECTION 8 PROJECTS
CITY OF SACRAMENTO

Name	Address	Location	Zip	Type *	Total Units	# of Section 8 Units	Residents leased w/voucher	Residents Leased in place	Affordability Maintained
17th-V Street Apartments	1708 V Street	Sacramento	95818	PR/O	16	16	15	14	Sec. 8
River Garden Estates (1) aka American River Village	2223 Northview Drive	Sacramento	95833	LM	124	25	17	8	Tax Credit
College Gardens II (2)	7901 La Riviera Drive	Sacramento	95826	PR	198	0	92	71	Nonprofit Bond
Discovery Park (1-3)	2025 W. El Camino Ave.	Sacramento	95833	Opt	566	103	64	0	NONE
Piedmont Arms	2556 27th Street	Sacramento	95818	PR/O	14	14	11	11	Sec. 8
Ping Yuen Center (3)	915 4th Street	Sacramento	95814	Repl.	72	54	54 Sec.8/Pub. Hsg	0 Vacated	Replaced Hsg.
Ralph Kennedy Estates (4)	6531 Elder Creek Road	Sacramento	95824	Flex	100	100	100 Sec.8/Pub. Hsg	0 Vacated	Tax Credit
Sun Garden (5)	6248 Lemon Hill Ave.	Sacramento	95824	Opt	144	144	131	127	Tax Credit
Washington Square 1&11	813/815 E Street	Sacramento	95814	PR/O	103	103	86	77	Sec. 8
Total					1337	559	570	308	

(1) HUD - foreclosed property, sold to nonprofit; Sec. 8 loan management setaside. All units have affordability restrictions for 55 years.
(2) Two conversions: 1) owner prepaid, vouchers given - Many tenants over-income; 2) sold to nonprofit in 501©(3) bond sale; 30-year affordability restrictions
(3) Property vacated for building system failure, units to be replaced. Tenants relocated with Sec. 8 or public housing
(4) Property sold to nonprofit for rehab; tenants relocated with Sec. 8 or public housing; Sec. 8 from Flexible Subsidy. All units have affordability restrictions for 55 years.
(5) Sold and converted to tax credit development; all units have affordability restrictions for 30 years.

*PR = Preservation vouchers issued.
Opt = Property was a "straight" opt out expiring Section 8 contract, no prepayment involved. Residents were issued regular Section 8 vouchers
PR/O = Property opted out of the Section 8 program, and prepaid a HUD insured loan. Residents were given preservation vouchers

Table 8-4
MULTIFAMILY MORTGAGE REVENUE BOND PROJECTS
CITY OF SACRAMENTO

	Name	Address	# Total Units	Restricted Units	Refunded Date	Expiration Date
1	Ashford Park	132 Fountain Oaks Circle	279	56	12/1/96 & 7/21/99	2007
2	California Place	6633 Valley High Drive	211	106	Amended Only	2122
3	Creekside	6465 Village Centre Drive	296	60	Amended Only	2000
4	Grouse Run	7413 South Land Park Drive	246	49	6/1/90	2000
5	Rancho Natomas	751 San Juan Road	337	68	Amended Only	2004
6	River Point I	2361 Oak Harbor Drive	356	72	1999	2014
7	River Point II	2361 Harbor Drive	356	72	1999	2014
8	River Terrace	2592 Millcreek Road	346	70	12/1/96 & 7/21/99	2002
9	Smoke Tree	3334 Smoke Tree Drive	520	105	9/1/94	2000
10	Stone Creek	2645 Stone Creek Drive	368	74	11/1/97	2007
11	Sun Garden Plaza	6248 Lemon Hill Avenue	150	150	1998	2013
12	The Villas @ La Riviera	7901 La Riviera Drive	199	40	1998	2029
13	Woodbridge	2028 San Juan Road	301	61	Amended Only	2004

9. LOW AND MODERATE INCOME HOUSING FUNDS

The City of Sacramento, through the Sacramento Housing and Redevelopment Agency (SHRA), actively pursues or develops funding to support affordable housing production and rehabilitation. Among the sources of funding used are: 1) redevelopment tax increment funding, 2) local Housing Trust Fund proceeds, 3) various state and federal grants such as HOME, conventional public housing construction and modernization funds, and Community Development Block Grants (CDBG); and 4) tax-exempt mortgage revenue bonds.

9.1 REDEVELOPMENT AREA TAX INCREMENT REVENUES

Tax increment financing is a mechanism available to redevelopment agencies to stimulate private investment, fund capital improvements and commercial rehabilitation, and provide low and moderate income housing. Private investment in a designated redevelopment area increases property tax revenues which in turn generate tax increment financing, since the area's increase in tax revenue from the base year onward is available to the local redevelopment agency to finance additional development. According to state law, redevelopment agencies must setaside a minimum of twenty percent of tax increment in a special fund for low and moderate income housing. This fund is referred to as the "housing setaside" or the "low/moderate income" housing fund. These housing funds, distinct from the tax increment used for commercial and capital projects, may be used outside of the redevelopment area that generated it if there is a finding of benefit that the housing expenditure will benefit the redevelopment area.

Set-asides from tax increment generated from its various redevelopment areas have been one of the City's major revenue sources for low-income neighborhoods. Proceeds from tax allocation bond sales, loan repayments, and certificates of participation as well as other contributions augment the City's low and moderate income housing fund for its redevelopment target areas. Additionally, the redevelopment agency uses revenue from the locally funded Housing Trust Fund as well as federal HOME funds to increase the supply of housing affordable to low income working families. The funds described in this section, however, detail the low and moderate income housing program for the redevelopment areas whose main funding base is tax increment financing.

9.2 TARGET AREAS FOR SETASIDE FUNDS.

Prior to 1990, the City had four designated redevelopment areas: Alkali Flat, Del Paso Heights, Oak Park, and the Merged Downtown Sacramento Redevelopment Area (combining the waterfront area, K Street, and other small redevelopment areas). Redevelopment areas added since 1990 include Richards Boulevard, the Railyards/Union Pacific area, North Sacramento, the Army Depot, Franklin Boulevard, Stockton Boulevard, Auburn Boulevard, and Mather Air Force Base in the County. Franklin, Stockton and Auburn Boulevards are all City/County redevelopment areas. A study of the McClellan Air Force base and nearby Watt Avenue properties is currently underway to determine whether that area, severely impacted by base closure, qualifies as redevelopment area.

<u>Housing Fund Balances</u>

Tax increment setaside gross revenues increased from $2,957,785 in 1989 to $4,046,500 in 1998. Decreases in revenue in the mid-1990s were the result of property devaluations and

reassessments occurring as a result of the recession. The greatest generator of tax increment is the Merged Downtown Sacramento Redevelopment Area, coterminous with the central business district. With the exception of Franklin Boulevard, the newest redevelopment areas have not generated sufficient growth and reinvestment to contribute to tax increment setaside funds.

Table 9-1 summarizes housing setaside revenues for the City's redevelopment areas. The expected 1999 tax allocation bond sales will increase the long term debt service payments in the Downtown, Oak Park, Richards Boulevard, and Del Paso Heights redevelopment areas. These changes in net revenue are not available at the time of this printing.

TABLE 9-1: ESTIMATED GROSS REVENUES[1] FOR HOUSING SETASIDE FUNDS, 1998-2002

REDEVELOPMENT AREA	1998	1999	2000	2001	2002
DOWNTOWN	3,030,100	3,040,000	3,080,000	3,105,000	3,130,000
ALKALI FLAT	158,000	150,000	160,000	160,000	160,000
DEL PASO HEIGHTS	228,800	210,000	225,000	227,250	230,000
OAK PARK	365,000	360,000	342,000	348,840	357,000
FRANKLIN BOULEVARD	167,000	120,000	75,000	76,500	78,030
STOCKTON BOULEVARD	3,200	4,000	600	600	600
AUBURN BOULEVARD	-	-	1,000	1,000	1,000
RICHARDS BOULEVARD	48,800	50,000	56,000	62,000	70,000
ARMY DEPOT	-	-	20,000	20,200	20,400
NORTH SACRAMENTO	44,200	30,000	84,000	92,400	101,640
TOTAL	4,046,500	3,964,000	4,043,600	4,093,790	4,148,670

[1]Gross revenues are collections prior to debt service, program operation expenses, and pass-through fees.

In addition to the housing setaside funds, the Redevelopment Agency has augmented the City's low and moderate income housing fund revenues with interest accruals, annual adjustments, and loan repayments. The most significant deposits to the fund are bond proceeds and Certificates of Participation. Bond proceed deposits have steadily surpassed the tax increment setaside amount in the low and moderate income housing funds.

Expenditure of Low and Moderate Income Housing Funds

As shown in Table 9-2, the City's low and moderate income housing fund balance varied according to bond sales. In this chart, the uses of the 1990 redevelopment offering spanned a number of years, due to the complexity of raising funds for very low-income housing. The majority of expenditures, as described in the narrative below, involved housing loans and grants, debt service, and administrative costs. Proceeds from the 1998 tax allocation bond sale and refunding are shown as revenues for 1998, followed by an elevated increase in expenditures.

TABLE 9-2
LOW AND MODERATE INCOME HOUSING FUND EXPENDITURES FROM 1992-1998

TOTAL	1992	1993	1994	1995	1996	1997	1998
REVENUE	6,736,000	13,688,000	9,312,000	12,530,000	5,508,000	5,525,000	20,256,000
EXPENDITURE	14,064,000	19,175,000	11,534,000	10,826,000	6,805,000	7,547,000	12,858,000
CASH BALANCE FUND	18,173,000	12,666,000	10,444,000	12,148,000	10,851,000	8,829,000	16,226,000

*Please note that the change from previous years represented in these figures is the result of the difference of prior years' bonds. The difference between the revenue and expenditure in 1998 includes $6 million allocated to the low-moderate housing fund from the sale of tax exempt bonds in 1998.

Net expenditures by redevelopment area are shown in Table 9-3 for 1998.

TABLE 9-3: LOW AND MODERATE INCOME HOUSING FUND EXPENDITURES BY REDEVELOPMENT AREA IN 1998.

REDEVELOPMENT AREAS	PROGRAM/SUBSIDIES	DEBT PROCEEDS	DEBT SERVICE	ADMIN.	TOTAL
DOWNTOWN	8,470,539	11,586,348	1,988,910	402,273	22,448,070
ALKALI FLAT	129,028		204,519	42,767	376,314
DEL PASO HEIGHTS	330,488		189,870	80,631	600,989
OAK PARK	81,186		541,930	68,840	691,956
FRANKLIN BOULEVARD	148,922			18,150	167,072
STOCKTON BOULEVARD	4,034			208	4,242
AUBURN BOULEVARD	1,369			37	1,406
RICHARDS BOULEVARD	68,960			1,421	70,381
ARMY DEPOT	37,550			12	37,562
NORTH SACRAMENTO	45,624			1,627	47,251
TOTAL	9,317,700	11,586,348	2,925,229	615,966	24,445,243

Approximately 40 percent of the 1998 revenues were used for direct housing programs; 47 percent represented debt proceeds, 12 percent was allocated for debt service payments, and two percent paid for the administrative costs of carrying out the housing programs. The newer redevelopment areas do not have the ability to raise and repay debt; their initial investments are funded through advances.

Housing Program Activity Using Tax Increment Setaside Funds

Downtown Redevelopment Area. Since 1989, the preponderance of Downtown tax increment funding has supported homeless programs and public housing development. An average of $1.6 million annually supports a variety of homeless housing programs, including housing assistance for persons in alcohol recovery and for those in transitional housing. Assistance for construction and rehabilitation of public housing has ranged from $1 to $2 million per year.

Other major investments during this decade developed and rehabilitated housing for very low-income persons. SHRA's construction of Riverview Plaza with Low Income Housing Tax Credits and an Urban Development Action Grant in 1989-1990 was the largest single expenditure during that year,

followed by eminent domain proceedings leading to the $4 million acquisition and gut rehabilitation of the Shasta and Argus residential hotels, which were closed by the City as dangerous buildings with health and safety code violations.

Significant levels of gap financing were provided to two other residential hotels (also known as single room occupancy hotels or SROs) in the mid-1990s: the 60-unit Terraces and 137-unit Pensione K (including eight moderate-income artist live/work units). The housing production chart in Chapter 4 provides additional details on these projects and the use of tax increment funds. Two residential hotels previous funded with tax increment housing setaside funds in the 1987-89 period received additional rehabilitation loans in the 1990s: the Sequoia Hotel and Ridgeway Hotels.

Downtown tax increment housing funds are a major source of rehabilitation financing in areas immediately surrounding the redevelopment district, since the housing supply in that district is very limited. The acquisition and rehabilitation of boarded and vacant properties in adjacent areas has been seen as a cost-effective way to bring new regulated units on line that have been rehabilitated for long-term occupancy by low and very low income people. The purchase of two boarded apartment complexes and their subsequent rehabilitation produced the Norwood Avenue Family Housing Demonstration project, with State of California and CDBG funding. Other examples of the use of tax increment funding for these purposes may be seen in the Sacramento Mutual Housing Association's purchase of American River Village, a HUD-foreclosed multifamily property with 3-, 4- and 5-bedroom units, and numerous smaller property rehabilitations in Southside Park and the Central City, the latter through the Fainted Ladies program.

Six new construction projects were also financed through Downtown Tax Increment Housing Setaside Funds in the 1990s. River City CoHousing in Southside Park, Metro Square Homes in midtown Sacramento, Fremont Building (multifamily residential mixed use), and Capitol Park Town Homes, the latter two developments in collaboration with the Capitol Area Development Authority (CADA). Two small ownerership housing developments in the Southside Park neighborhood, immediately adjacent to the downtown redevelopment area, were also financed with tax increment setaside funds, as were numerous rehabilitation loans for single-family and small rental developments in the area.

The $19 million 1998 tax allocation bond sale resulted in $6 million allocated to housing development downtown. With these funds, the Agency issued a Notice of Funding Availability (NOFA) for mixed-income housing and added $2 million in local Housing Trust Funds to be able to fund catalyst infill projects to generate significant numbers of residential units downtown as an important element of central city revitalization. Four proposals were received, two homeownership and two rental developments, the final financial commitments for which will be decided upon in late 1999 to early 2000.

Alkali Flat Redevelopment Area

In the Alkali Flat Redevelopment Area, housing setaside funds were used to rehabilitate two residential mixed-use projects on 12th Street, provide rehabilitation financing for a historic 8-unit multifamily property and two single family homes, and finance the new construction of 10 town houses for owner-occupants - the first new construction for home ownership in 15 years. Tax increment housing funds also supported the exterior painting of 11 residences. Other funding sources provided three emergency housing grants that included handicapped accessibility improvements. In addition,

Alkali Flat redevelopment funding moved a boarded and vacant historic property slated for demolition to an infill site owned by the redevelopment agency, and contributed to its rehabilitation.

Del Paso Heights Redevelopment Area

In 1997, the Del Paso Heights Redevelopment Area was awarded a $5 million grant, matched with $5.5 million in loan authority through Section 108 of the Community Development Block Grant program, to develop a new town in the southwestern corner of the redevelopment area. Del Paso Nuevo will be a 154-acre master planned community including creation of a sustainable home ownership neighborhood with parks, public facilities, and neighborhood services. Construction on significant infrastructure improvements from roads to drainage systems began in October 1998. The backbone infrastructure for the first phase of housing will begin in early 2000, with housing construction to begin in late spring. Commitments of current and future tax increment funds have been made for the project.

Housing setaside funds also supported the acquisition and rehabilitation of the Norwood Family Housing Demonstration project and the financing of a boarded and vacant home program. The latter provides incentives to private contractors to acquire, rehabilitate and sell boarded and vacant properties to first time home owners. In addition, housing setaside funds supported the development of eight self-help homes as part of a revitalization effort on Rio Linda Boulevard.

Tax allocation bond proceeds from the anticipated 1999 bond sale will be targeted to new construction of Del Paso Nuevo homes, substantial rehabilitation of multifamily properties, and new home ownership through the boarded and vacant program.

Franklin Boulevard Redevelopment Area

The Franklin Boulevard Redevelopment Area is a City/County target area. Funds from the recent housing setaside revenues support a boarded/vacant home program and exterior paint incentive program. Other sources of SHRA funds - HUD public housing, HOME, CDBG, and Housing Trust Funds - provided the financing for the major housing projects undertaken in the redevelopment area: an acquisition/rehabilitation project for 13 apartments and a Head Start center funded by public housing, 25 single family rehabilitation loans, 80 units of new nonprofit owned family housing with Low Income Housing Tax Credits and SHRA funds, 20 privately owned rehabilitated apartments, 32 mobile home repairs, 267 emergency repairs, and 34 retrofits for persons with disabilities.

Oak Park Redevelopment Area

Housing setaside funds from Oak Park initiated the SHRA boarded/vacant home program, under which 27 homes were purchased, and began targeted home ownership programs in conjunction with local lenders, leading to 32 homes being purchased by first-time home buyers. Housing setaside funds developed and financed the Preapprenticeship Construction Training Program in conjunction with the Building Trades Council, the Sacramento Employment and Training Agency, and the Sacramento City School District's Regional Occupational Program. Through this program, unemployed persons from the area learn housing construction trades by building homes at the same time they are completing their schooling. Under this program 11 homes have been built or rehabilitated in Oak Park for first time home buyers. Tax increments also funded the purchase of 33 vacant lots for new single family construction, some of which have been built out through self-help

housing programs. The rehabilitation of a mixed-use residential hotel was also financed with housing setaside funds.

Acquisition and rehabilitation of problem multifamily properties have used setaside funds and other sources of financing from HUD. Three troubled apartment complexes were purchased in this manner by the City Housing Authority for complete rehabilitation. In another concentrated effort, five residential blocks were targeted for improvement with tax increment funds, including both exterior paint programs, rehabilitation, and new construction through Habitat for Humanity. Throughout the redevelopment area, ninety-four homes received rehabilitation loans or grants.

Oak Park tax increments also supported Neighborhood Housing Services, a nonprofit organization which carries out concentrated community-building and rehabilitation activities in a section of the target area and operates home ownership lending centers.

In 1999, SHRA received a Youth Build grant to fund the construction skills training and general education of unemployed youth, similar to the collaboration achieved in the Preapprenticeship Construction Training Program with the Building Trades Council, school district, and employment agencies. Tax increment financing will provide construction loans for the homes. Proceeds of the 1999 anticipated tax allocation bond sale will stimulate housing and commercial redevelopment on one of Oak Park's major thoroughfares, as well as fund ownership housing adjacent to the University of California Medical Center and a variety of substantial rehabilitation programs.

North Sacramento Redevelopment Area

The first new housing investment to be made with tax increment setaside funds is artist live/work housing, built through the self-help method, for lower income members of the North Sacramento arts community. In addition, Local Housing Trust Funds provided the financing for the purchase of a problem multifamily housing site that had been vacant and vandalized.

Richards Boulevard Redevelopment Area

Much of the redevelopment effort in Richards Boulevard during the 1990s was directed toward improvements in the social service complex for the homeless and transitional housing programs. The 60-unit cottages transitional housing program was completed in 1997 in this area. Downtown redevelopment funds were used for land acquisition and environmental clean-up, joined by federal HOME funds for construction loans. Substantial improvements to the Dos Rio public housing site were also begun during this time period.

Auburn Boulevard Redevelopment Area

A City and County redevelopment area which has not yet generated housing setaside funds, Auburn Boulevard nevertheless benefited from the investment of CDBG funds to assist a private entity to purchase and rehabilitate a boarded motel and convert it to housing for very low-income seniors. The second vacant motel along this older commercial boulevard is similarly being sought for another conversion into senior housing.

Projected Redevelopment Agency Housing Funds and Programs

The most significant expansion of programs in the next five years will occur through the ability to sell tax allocation bonds for the redevelopment areas of Oak Park, Del Paso Heights, and the Army Depot. As a result of those activities, both redevelopment areas will expand their programs to replace boarded and vacant homes and troubled multifamily housing. Del Paso Nuevo's first phase of new single family homes will start construction with guarantees and infrastructure funding provided through housing setaside and Community Development Block Grant funds. In Oak Park, a "Walk to Work" initiative has begun for employee housing programs with the University of California/Davis Medical Center, the Sacramento City School District, and Freddie Mac in order to increase home ownership in and around Oak Park.

Franklin, Stockton, and Auburn Boulevards are investigating strategies for older commercial corridor improvements, including their relation to housing on and adjacent to the older boulevards. Each is developing specific plans for targeted neighborhood revitalization that will guide the future use of tax increments, and have joined forces with the City and County code enforcement officials to protect against negligence in the ownership of rental or single family housing.

Housing activities for the Merged Downtown Redevelopment Area will similarly change dramatically during the next five years due in part to the sale of a tax allocation bond in May 1998. Six million dollars in bond proceeds has been made available for a variety of housing that will benefit the downtown redevelopment district. As stated previously, A Notice of Funding Availability was distributed in December 1998, focusing on acquisition/rehabilitation, adaptive reuse, and new construction that strengthens central city neighborhoods. Over 300 new residential units, including the conversion of a state-owned warehouse on the R Street corridor, should result from the tax increment and housing trust fund investments.

The City of Sacramento's Historic Preservation Office and SHRA are undertaking an expansion of the Fainted Ladies program, a historic rehabilitation program using housing setaside funds from the Downtown Redevelopment Area. Areas of concentrated attention are being developed in conjunction with neighborhood organizations.

Because of the situations described above, the proposed figures on housing production predicted in the 1994 Redevelopment Implementation Plans are understated. They projected that 536 units would be constructed, rehabilitated, or price-restricted over a 5-year period (1994-1999) in all redevelopment areas. When the Implementation Plans are updated in 1999, over 1000 units should be shown, with the leaders being the Downtown district followed by Oak Park, Del Paso Heights, Franklin Boulevard, and Army Depot.

9.3 OTHER LOW AND MODERATE INCOME HOUSING FUNDS

In addition to local tax increment housing setaside funds, the City of Sacramento receives federal funds as an entitlement city and local revenues generated by the City Housing Trust Fund. Private lenders and equity investors provide the majority of financing for affordable housing developments in which the Agency provides subordinate financing.

Federal Resources

The primary source of federal funding is the United States Department of Housing and Urban Development (HUD). It supports the City and County Housing Authority's 3600 public housing units

and 6300 Section 8 certificates. In late 1999, the housing authority received 700 additional Section 8 certificates available to Welfare-to-Work households. As reported in Chapter 8, the housing authority has issued Section 8 certificates to tenants in apartment complexes whose owners have prepaid their HUD mortgages and/or terminated their Section 8 project-based contracts.

Because Sacramento is an entitlement city under federal standards, the City also receives Community Development Block Grants (CDBG), Home Investment Partnership funds (HOME), Emergency Shelter Grants (ESG), and Housing for People with Aids (HOPWA), the latter two being administered by the County's Department of Human Assistance. SHRA administers federal and local housing funds for the City and County and annually produces the Consolidated Plan required by HUD describing the uses of CDBG, HOME, ESG and HOPWA. A five year Consolidated Plan, adopted in 1997, discusses how all other sources of housing funds are used in support of local housing and community revitalization priorities. This plan is updated annually.

Federal funds available in the 1998 fiscal year are as follows:

Community Development Block Grants	$6.45 million
HOME	$3.0 million
Emergency Shelter Grants	$220,000
Housing for People with AIDS (Countywide)	$429,000

Tables listing the projects supported by these funds are found in Chapters Four and Eleven.

State Resources

In past years, the State Department of Housing and Community Development has provided financial assistance to local government and nonprofit corporations in meeting their low income housing needs. SHRA made significant use of the State's Deferred Payment Loan Program for the Shasta Hotel rehabilitation and the bond-financed Family Housing Demonstration Program for the development of the Norwood Family project. Local nonprofit corporations likewise were successful in competing for State deferred payment loans for new construction and rehabilitation of low-income housing.

In 1997, an SHRA-funded mobile home park conversion in the County received assistance from the State's mobile home program. In addition, SHRA, in conjunction with a private grower and the University of California Extension Service, applied unsuccessfully for a farmworker housing demonstration grant to rebuild farmworker housing destroyed in the January 1996 floods.

In recent years, the state's role in local housing developments has been focused on the California Debt Limit Allocation Committee (CDLAC) and the California Tax Credit Allocation Committee (TCAC), both agencies of the State Treasurer's office. CDLAC allocates private activity bond authority for tax-exempt mortgage revenue bonds (see discussion below). TCAC governs the competitive process for low-income housing tax credits under federal Internal Revenue Service rules. The standards for competition under both programs have a significant effect on which affordable housing developments are built in Sacramento, since the primary source of equity capital for multifamily housing for low- and very low-income people come through allocations made by those two state agencies.

The California Housing Finance Agency (CHFA) provides below market single family and multifamily mortgages for affordable housing throughout California. SHRA's downpayment assistance loans are

used with CHFA mortgage programs with increasing frequency. In 1999, the City and SHRA entered into an Alliance Agreement with Freddie Mac, under which favorable financing terms are provided to low and moderate income home buyers in Sacramento. CHFA's mortgage insurance program is a partner in that Alliance, providing home buyers with favorable rates. In addition, CHFA provided first mortgage financing to a high priority City project – the acquisition and rehabilitation of a substandard apartment complex in which SHRA committed significant levels of funding to a nonprofit borrower – the Sacramento Valley Organizing Community.

Local Housing Trust Fund Revenues

In the late 1980s, the City and County of Sacramento adopted a landmark local ordinance which established an impact fee on new commercial and industrial development. The ordinances were based on a nexus study showing the relationship between new commercial development and the demand for affordable housing. Revenues from the trust fund creates housing that serves people in or likely to be in the labor market. As of September 1, 1998, a total of $7,258,932 has been collected in the City since the program's inception in 1989. Seven housing developments were assisted with those funds, ranging from single family subdivisions to acquisition/rehabilitation of apartment complexes, totaling $4,620,160, which leveraged $21,718,470 in private financing. In addition to program loans, ten percent of trust fund proceeds are used for the administration of the program, not counting the initial litigation costs incurred.

Revenues from the Housing Trust Fund are lent as part of SHRA's regular loan application process and are also included in special Notices of Funding Availability. In December 1998, for example, $2 million in housing trust fund proceeds were directed toward new urban infill housing, as part of a downtown residential revival plan. In addition, one project in the City is pending approval for Housing Trust Fund assistance for a $1.2 million demolition/new construction of an apartment complex.

An additional Housing Trust Fund – the North Natomas Fund – is just beginning to receive revenues with the opening up of development in that new growth area. North Natomas Housing Trust Fund revenues are pledged to housing construction and rehabilitation in the North Sacramento Community Plan Area and carry no income restrictions. The first project of this fund will be the self-help construction of housing for lower income artists in the North Sacramento community.

Chart 9-4 lists the projects funded by City Housing Trust Fund revenues.

Mortgage Revenue Bonds

Since 1983, the Agency has issued 35 series of multifamily mortgage revenue bonds, totaling over $461 million (City and County issuances combined). Seventy-five projects were funded with 14,314 units, 3,106 of which were setaside for rental to low-income households. Over the last three years in the City of Sacramento alone, bonds have been issued or refunded totaling $93,950,000, providing 294 rent-restricted units for very low-income households, 436 units for households under 80 percent of median, and 2,057 units unrestricted. In the bond refundings, most of which are the larger apartment complexes taking advantage of lower interest rates, SHRA has required deeper affordability than the original issue required as well as rehabilitation consistent with the property's condition. The new money issuances have combined tax-exempt mortgage revenue bonds with the non-competitive 4 percent Low Income Housing Tax Credit Program. These developments provide more affordability over a longer term because of tax credit requirements. As described in Chapter 8 on HUD

prepayment or opt-out projects, mortgage revenue bonds with tax credits have been the most successful tool for preserving the affordability and useful life of the apartment complexes terminating their HUD contracts.

SHRA has proposed new bond policies establishing (among other provisions) rehabilitation standards, requirements for tenant services, and performance requirements for nonprofit corporations participating in these developments, generally as managing general partners in tax credit projects.

Table 9-4
CITY OF SACRAMENTO HOUSING TRUST FUND EXPENDITURES 1993-1999

Project (1)		No. of Units	Very Low	Low	Moderate	HTF Funds	Total Cost
Evergreen Estates		56	0	56	0	100,000	1,895,500
Land Park Woods		75	34	41	0	1,847,000	6,615,063
Morrison Point		22	0	22	0	190,000	2,005,000
Pensione K		137	125	4	8	520,000	4,913,580
Ralph Kennedy Estates		100	100	0	0	1,250,000	5,819,585
Preapprentice Training		8	0	8	0	500,000	680,000
BEGIN Homeownership		28	0	28	0	38,160	2,846,005
Habitat for Humanity		6	6	0	0	129,000	369,000
Boarded/Vacant Program		25	0	25	0	250,000	2,125,000
Lexington Apartments (2)		68	34	34	0	925,000	In review
Surreal Estates (3)		10	0	4	6	200,000	In review
	Subtotal	535	299	222	14	5,949,160	
Central City NOFA						Recommended	
18th & L Streets		180	0	18	33	1,200,000	25,532,820
21st & L Streets		65	0	9	22	510,000	9,032,976
CADA Warehouse		87	0	5	25	900,000	15,029,511
27th & R Streets		29	0	4	7	600,000	5,292,000
	Subtotal	361	0	36	87		
	TOTAL	896	299	258	101	9,159,160	

Notes:
1. A number of projects have more than one funding source; moderate income units are not funded by Housing Trust Funds.
2. Expenditure shown for Lexington Apartments covers acquisition and demolition costs only.
3. Surreal Estate numbers are preliminary.

10. GOALS, POLICIES AND PROGRAMS

10.1 INTRODUCTION

This section of the Housing Element describes the proposed goals, policies and implementation for the development, improvement and maintenance of housing in the City of Sacramento. The goals are general statements, whereas the policies indicate principles to guide actions to meet goals. Existing and new programs follow each section describing the implementing steps and actions to attain the goals and policies.

10.2 OVERVIEW OF GOALS AND POLICIES

In order to take a holistic and comprehensive approach to housing the City of Sacramento views the housing policies as part of the City's overall mission to strengthen neighborhoods, improve liveability and conditions for all residents, and maintain the economic well being of the City and all its residents. Goals, policies and programs are set in the following areas:

- Housing Supply
- Affordablity
- Housing Mix and Balance
- Housing Quality and Neighborhood Improvement
- Neighborhood Conservation: Housing Rehabilitation and Energy Efficiency
- Equal Opportunity
- Monitoring and Coordination

10.3 PRODUCTION GOALS

As discussed in Chapter 4, the City has determined the unmet housing needs for the remainder of this planning period, (1999-2002) based on the actual number of units produced and assisted with public funds. The revised goals are:

Table 10-1
REVISED HOUSING GOALS FOR THE January 1999 to July 2002 PERIOD

Income Level	Remaining Units Needed	Percentage of Total Goal	Revised 3-5 Year[1] Production Goal
Very Low	1707 units	13%	665 units
Low	1861 units	14%	788 units
Moderate	0 units	45%	2580 units
Above Mod	4135 units	28%	1600 units
Total	7703 units	100%	5633 units

[1]Table 11-3 supports the Revised 3-5 Year Production Goal
The assumptions and funding basis for the quantified objectives is discussed in Chapter 11.

GOAL 1: HOUSING SUPPLY: Provide Adequate Housing Sites and Opportunities for All Households.

The Regional Housing Needs allocation indicated that by 1998, an additional 16,751 housing units would be needed to accommodate all households. Population growth trends indicate that Sacramento will need to provide an adequate residential land supply to accommodate a variety of housing types and households of all income levels and sizes. Land will be needed for single family, multi-family, detached, attached, rental, ownership, and large and small housing units. The City is currently actively developing plans to support growth in the City including designation of new areas for development as well as planned re-use of areas. For example, the Community plans for South Sacramento, South Natomas and North Natomas contain policies that encourage the construction of two or more housing types (such as single family and duplex or halfplex units) within projects of twenty or more acres to foster economic diversity and opportunity. The City's vacant residential land inventory indicates that Sacramento is becoming an infill city: a city with scattered parcels available for development. However, approximately 300 parcels of 2 or more acres are zoned for residential use. Those parcels (as well as the larger parcels) could adequately accommodate a mix of housing types. These policies are designed to ensure that the City continues to increase the residential holding capacity within the City through various land use opportunities such as promotion of reuse and mixed use projects.

The City will need basic infrastructure and public facility improvements to serve the projected residential development. Needed infrastructure includes transportation, water facilities, sewer collection and drainage, as well as building and siting of public facilities, such as fire stations, schools and libraries. As part of the planning process, the City will continue to assess funding methods for new infrastructure and financing improvement costs which are often seen as a financial constraint to residential development. The City will continue to evaluate the infrastructure needs within community plan areas that are experiencing new growth and consider new funding mechanisms. In particular, the City should work with the school districts to assess and plan for school facilities.

Since the City is an older developed City, re-use, intensification and infill are important strategies to address housing supply. Infill sites are vacant or underutilized urban lots that, if properly developed, could accommodate additional housing as well as assist in neighborhood revitalization and stabilization. Development of these lots could better utilize existing infrastructure and City services, provide additional housing opportunities, and eliminate blight that the underdeveloped lots could be contributing to the neighborhoods. By providing housing in close-in urban areas and helping to reduce commuter trips, residential infill development furthers other important City objectives to improve air quality and promote public transportation by providing housing near job sites.

Finally, in Chapter 5, it was noted that the City is planning for reuse of infill areas such as Railyards/Richards Boulevard, R Street Corridor and intensification of residential uses in the Central City. Overall, these new areas alone are estimated to support an additional 10,000 units. Since these re-use and intensification areas are in the early planning phases, application of the

policies included in this housing element are timely. Many of the proposed housing supply programs therefore, focus on incorporating housing supply and mix policies to these new areas as more specific planning for the areas evolve.

General Housing Supply Policies

1.A The City of Sacramento shall adopt policies, programs and procedures with the intent of achieving its regional fair share housing allocation of affordable housing for all income groups of the City.

1.B The City shall maintain an adequate supply of appropriately zoned land with public services to accommodate the projected housing needs in accordance with the General Plan as updated.

1.C The City shall ensure that its adopted policies, regulations and procedures do not add unnecessarily to the cost of housing while still attaining other important City objectives.

1.D The City shall consider housing opportunities as part of the planning and implementation process for newly annexed or newly developing areas as well as for re-use and intensification areas.

1.E The City shall continue to promote appropriate and compatible infill housing.

1.F The City shall continue to develop and support transit oriented residential development along transit corridors.

1.G The City shall continue to support well designed and compatible second units and carriage homes, and other non conventional housing opportunities such as artist live-work spaces..

1.H The City shall continue to remove barriers to new housing development through land use planning and zoning updates, permit streamlining and planning and implementation of infrastructure improvements necessary for new development.

1.I The City will continue to offer and implement density bonus provisions for qualifying projects including single family, multi-family, senior housing and other types of housing..

1.J The City shall continue programs to ensure the retention of mobile home parks.

1.K The City shall continue to monitor the conversion of rental housing to condominiums to protect the rental housing supply.

<u>Housing Supply Programs and Actions</u>

1.1 Maintain and expand the amount of residentially designated and zoned lands within the City with particular attention to expanding the range and mix of housing sites in new growth areas, areas of opportunity for development or reuse and existing and potential improvement program areas, as designated in the General Plan. Designate sites through

the General Plan, Community and Specific Plan amendment process, rezoning process, redevelopment plan amendment process and the annexation pre-zoning process. New Growth Areas include North Natomas, Airport Meadowview and South Sacramento; Existing and Potential Improvement Areas include older commercial corridors in North Sacramento, South Natomas and South Sacramento; Areas of Opportunity for Development or Reuse include the Railyards/Richards area, Curtis Park West, R Street Corridor.

Responsible Entity:	City Planning/City Council/ DowntownDepartment/SHRA
Time frame:	On-going. Jacinto Creek, Railyards/Richards Boulevard Area, North Natomas and R Street Corridor plans adopted. Mixed use rezonings of commercial areas are proposed in the Central City Housing Strategy anticipated by June 1999.
Desired Result:	Create planned opportunities for an additional 10,000 new housing units.

1.2 Adopt locational, site and design criteria for the evaluation of suitable sites for medium to high density development. The City should seek to optimize multi family opportunities on sites meeting the following criteria: (a) proximity to public transit or bus service (b) proximity to commercial and social services (c) parcel size and configuration which enhances the feasibility of development (d) lack of physical constraints (noise, wetlands) (e) provision for a variety of housing types and affordable housing opportunities and (f) other criteria deemed appropriate including integration of multi family units within the larger adjacent neighborhood. Apply the criteria to evaluate rezoning proposals involving multi-family development.

Responsible Entity:	City Planning/City Council
Time frame:	Spring 2000
Desired Result:	Multi-family site criteria to evaluate suitability for higher density land uses

1.3 Initiate sphere of influence and annexation studies within logical growth areas adjacent to the City limits and consider the suitability of sites for a variety of housing types, densities and income levels.

Responsible Entity:	City Planning/City Council and LAFCo
Time frame:	Initiate Fall 1999
Desired Result:	Addition of 3,500 potential housing units within annexation area.

1.4 Develop and maintain a system for inventorying all available surplus land and evaluate their suitability for affordable housing production.

Responsible Entity:	SHRA, Public Works Department and City Planning
Time Frame:	Spring 2001
Desired Result:	Complete inventory of city surplus lands suitable for affordable housing production

1.5 Update financing and phasing plans, as appropriate, to assure the timely provision of infrastructure to new growth and redevelopment project areas, including by not limited to the North Natomas and the Railyards /Richards Boulevard area. Consider housing affordability in addition to other criteria in the imposition and spreading of infrastructure costs and the structuring of the payment of such costs.

Responsible Entity: City Finance/Pubic Works/ City Planning/ City Council
Time frame: Fall 1999
Desired Result: Amend financing plan for North Natomas and Railyards.

1.6 Adopt development standards and implement the City's Infill and Deep Lot Development Ordinances to encourage compatible residential infill development. Create additional incentives for residential infill development, including but not limited to regulatory concessions and streamlining the permit approval process by reducing permit costs as well as time, in exchange for quality design to encourage development that is appropriate for the neighborhood.

Responsible Entity: City Planning/City Council
Time frame: Summer 2000
Desired Result: Amend Infill Ordinance

1.7 Implement mitigation measures to meet noise standards for residential infill sites.

Responsible Entity: City Planning, Environmental Division
Time frame: Ongoing
Desired Result: Standard noise mitigation measures to streamline environmental review process.

1.8 Amend the Artist's Live/Work Space Ordinance permitting live/work and residential loft use in all residential and nonresidential zones subject to compliance with development standards

Responsible Entity: City Planning/City Council
Time frame: Fall 2000
Desired Result: Amended ordinance to allow more flexibility in the type of Live/Work housing.

1.9 Rezone appropriate sites for commercial and residential mixed use in redevelopment areas (Railyards/Richards Boulevard Area, North Sacramento), LRT Station areas, major employment centers and in the Central City.

Responsible Entity: City Planning/City Council
Time frame:
Desired Result: Increase residential holding capacity by approximately 12,000 new units as part of rezoning requests concurrently processed with development proposals and community plan/general plan amendments for an increase in the long

term residential land supply.

1.10 Implement and rezone appropriate sites to Employment Center (EC) zone which allows residential in a business park setting (with a maximum 25% of acreage towards residential use). This would apply the EC zone developed in the North Natomas Community Plan Area citywide.

Responsible Entity:	City Planning /City Council
Time frame:	Contingent upon rezoning requests or in conjunction with community plan/general plan amendments
Desired Result:	300 high density residential units in North Natomas EC zone and applications of EC landuse in appropriate locations near future transit stations to integrate residential projects in proximity to large employment zones.

1.11 Continue to administer the Mobile Home Park regulations, regarding development and maintenance of mobile home parks.

Responsible Entity:	City Planning Department
Time frame:	On-going.
Desired Result:	Administration of mobile home park regulations.

1.12 Provide programs to preserve or offer replacement housing to mobile home park tenants.

Responsible Entity:	City Planning and SHRA
Time frame:	As needed.
Desired Result:	Coordinated replacement housing requirements for displaced mobile home tenants.

1.13 Continue to implement the state-funded Mobile Home Park Assistance Program (MPAP) which assists low income mobile home park tenants acquire their parks.

Responsible Entity:	SHRA
Time frame:	On-going, as needed.
Desired Result:	Stabilize mobile home tenancy through tenant ownership of parks.

1.14 Continue to implement the Condominium Conversion Ordinance which regulates the conversion of rental housing to condominiums and new condominium construction.

Responsible Entity:	City Planning
Time frame:	On-going existing program.
Desired Result:	Through implementation of the Ordinance, maintain a reasonable balance of rental vs ownership housing opportunities in multi-family housing.

GOAL 2: HOUSING AFFORDABLITY: PROVIDE HOUSING ASSISTANCE TO LOW AND MODERATE INCOME HOUSEHOLDS

New program will increase Sacramento's affordable housing supply in order to meet the estimated 1999-2002 regional housing need of 9410 new units affordable to very low, low, and moderate income households. The affordable housing strategies recommended by the Sacramento Housing and Redevelopment Agency will result in rental and ownership housing and service enriched housing for persons with special needs.

The City currently offers developers a maximum 25% density increase for residential projects that provide a minimum percentage of total housing units to lower income households or senior citizens. The water development fee is also waived for residential infill sites. The City is considering amending the infill program to offer more density flexibility, such as a density increase or decrease, as an incentive to promote housing development. The ordinance amendments would specify conditions under which the potential change in density would apply. In addition to greater density flexibility, the City is considering other incentives, such as permit streamlining, to encourage infill development. Besides the water development fee waiver, the City gives the Planning Director the ability to waive or reduce planning entitlement fees for residential projects intended for low or moderate income households. These fee waivers reduce development costs and contribute towards long term housing afford ability.

Housing Affordablity Policies

2.A The City shall continue to increase affordable housing opportunities in new developments by adopting Affordable Housing Finance Policies, also known as Fair Share Policies, to ensure an equitable distribution of affordable housing throughout Sacramento communities.

2.B The City shall support programs that increase owner-occupancy rates, such as down payment assistance and mortgage credit certificates for low-income households who are first-time home buyers.

2.C The City shall continue to provide appropriate financial and development incentives to rehabilitate deteriorated housing and promote development of affordable housing and to seek new sources of funding for these purposes.

2.D The City shall continue to support community based nonprofit organizations that develop affordable housing.

2.E The City and SHRA shall aggressively pursue and maximize the use of Housing Trust Fund, tax increment, and all appropriate state, federal, and private funding for the development and rehabilitation of housing affordable to very low, low, and moderate income people.

Housing Affordablity Programs and Actions

2.1 Participate in the Sacramento County Regional Sanitation Board's fee waiver and deferral program to reduce impact fees for affordable housing developments and request waiver of fees for up to 200 affordable units per fiscal year in the City of Sacramento or up to 20% of the building permits issued in the City per fiscal year, which ever is greater, and an extension from June 1, 2000 thru June 2002.

Responsible Entity:	SHRA/City Council
Time frame:	MOU approved in 1998; Extension Summer 2000
Desired Result:	Fee reductions for the development up to 200 qualified affordable housing units per year in the City.

2.1a Implement the Development Fee Financing Program (or other financing mechanisms) and work with affordable housing developers other agencies and districts to waive fees or defer payment of eligible planning and development impact fees until close of escrow for ownership housing and until occupancy for rental housing for low income households. The City may model its fee waiver and deferral program after the program adopted in the County of Sacramento. The City shall work with representatives of the building industry and non-profit housing developers to establish a fee reduction program for affordable housing projects for very low and low income households, which may include the waiver and deferral of the following planning and development impact fees: building permit, plan check, technology surcharge, business licence fee, seismic motion instrumentation fee, major street construction tax, water, residential development tax, public facility fee, public land acquisition fee, regional park fees and transit fees. Adoption of this program is contingent upon satisfactory resolution of budgetary issues resulting from fee reductions/waivers.

Responsible Entity:	Public Works/City Planning/City Council
Time Frame:	Summer 2000
Desired Result:	Fee reductions for up to 200 affordable housing units per year.

2.2 Implement State Density Bonus Law, through adoption of a local density bonus ordinance, which specifies financial and regulatory concessions available to projects providing units affordable to low, very low income or senior households.

Responsible Entity:	City Planning/City Council
Time frame:	Summer 2000
Desired Result:	Adopted Density Bonus Ordinance/assist 15 units per year

2.3 Identify and adopt a fee waiver and/or deferral program, including but not limited to processing and water development fees, for projects located within designated infill sites

Responsible Entity:	City Planning/Utilities/Public Works Department/ City Council
Time frame:	Summer 2000
Desired Result:	Reduce development costs for up to 200 infill and affordable housing units per year .

2.4 Continue to provide housing information and referral services on affordable housing opportunities.

Responsible Entity: SHRA and Community Services Planning Council
Time frame: On-going existing program known as the Community Information Center (CIC)
Desired Result: Consolidated "one stop" information center for housing information regarding housing availability, programs and services.

2.5 Develop, fund, and implement programs that provide support services for residential affordable housing.

Responsible Entity: SHRA
Time Frame: On-going
Desired Result: SHRA will continue to expand supportive services for 150 very low income persons per year in transitional and permanent housing including persons with special needs. On-site education, counseling, job creation and business development will be supported in assisted housing through existing and new funding sources. These activities also include relocation assistance.

2.6 Aggressively pursue innovative financing and ownership alternatives to protect the quality of public housing, its services to residents, and its afford ability to very low-income people.

Responsible Entity: SHRA
Time frame: Ongoing
Desired Result: Innovative approaches will be pursued to protect the financial viability and management of public housing, including modernization and substantial rehabilitation of 120 units and the sale of 60 single-family properties to existing tenants and work incentive programs.

2.7 Review and revise the program of operating assistance or pre development grants for specific projects being carried out by qualified nonprofit housing corporation. Funding is usually provided through CDBG or HOME.

Responsible Entity: SHRA
Time Frame: Summer 2000
Desired Result: RFP for 2 awards per year to nonprofit corporations will support vital projects that cannot generally be developed with conventional financing.

2.8 Involve the community at-large in participating in the annual update and three year Consolidated Plan for the expenditure of federal funds.

Responsible Entity: SHRA
Time frame: Annual
Desired Result: New community needs assessment to guide program funding.

2.9 Participate with the California Housing Finance Agency, developers using mortgage revenue bond allocations, and lending institutions to preserve and/or replace federally assisted housing with expiring Sec. 8 subsidies.

Responsible Entity: SHRA
Time Frame: On-going
Desired Result: Preserve affordability and rehabilitate 200 units in HUD expiring use projects and encourage additional acquisition/rehabilitation with long-term affordability restrictions so that there is no loss of subsidized housing.

2.10 Promote partnerships between lending institutions, developers, housing interest groups and the community to encourage sufficient availability of financing for affordable housing projects and encourage the Federal Reserve Bank, Office of Thrift Supervision, Federal Deposit Insurance Corporation, and the Federal Home Loan Bank of San Francisco monitor the performance of local lenders for compliance with the Community Reinvestment Act of 1977 (CRA), which requires their involvement in programs designed to meet Sacramento's community development and investment needs.

The Northern California Reinvestment Consortium's lending pool became operational in 1996, led by SHRA and local lenders. Construction financing for affordable housing is provided through the fund, with loan packaging performed by the San Francisco-based Low-Income Housing Fund.

Responsible Entities: SHRA and local lenders
Time frame: On-going
Desired Result: Increase affordable housing lending through the Northern California Loan Pool and marketing efforts with regulated financial institutions by two affordable housing loans per year

2.12 Promote public, competitive funding processes for assisted housing through issuance of Notice of Funding Availability (NOFA) and maintaining streamlined over-the-counter programs.

Responsible Entity: SHRA
Time Frame: On-going
Desired Result: Clear funding standards and regularly scheduled application periods will assist developers to plan quality projects ready for financial review.

2.13 Develop and implement new Freddie Mac Alliance Agreement to increase home ownership, provide employer-assisted housing programs, provide new loan products for acquisition/rehabilitation, and contribute to the revitalization of Franklin Villa.

Responsible Entity:	SHRA, Sacramento Home Loan Counseling Center and local lenders
Time Frame:	Fall 1999
Desired Result:	Overall 300 low and moderate income home buyers will have expanded choices for acquiring properties; new and existing employees of the school district and UCD Medical Center will purchase home closer to their work; more boarded/vacant and deteriorated properties will be rehabilitated.

2.14 Maintain the flexibility in the use of the housing set aside funds for very low income and mixed income revitalization projects in existing and future redevelopment target areas through the Implementation Plans prepared pursuant to Article 16.5 of the Community Redevelopment Law.

Time Frame: On-going
Desired Result: Production of 500 new and substantially rehabilitated affordable units by the year 2002 as called for in the Implementation Plans.

2.15 Participate in new partnership program with the California Housing Finance Agency to acquire and rehabilitate seriously deteriorated problem properties.

Responsible Entity:	SHRA
Time Frame:	Spring 2000
Desired Result:	Successfully apply for funds to acquire and rehabilitate problem properties under CHFA's HELP program; accomplish two projects during this time period.

2.16 Establish by ordinance a program to require a mix of housing by income levels in all new growth areas (Map 10-1), the Downtown and Curtis Park Railyards sites and annexation areas of the City. In all new development, 10% of all new housing shall be affordable to very low income households and 5% affordable to low income households. Affordability shall be assured for the longest feasible time, but not be less than 30 years. The program shall not be applicable to projects within the North Natomas Community Plan area for which a development agreement has been approved as of June 20, 2000, the date of the amendment and update of the Housing Element, unless the project requires major changes in general plan or community plan designation(s), zoning or other legislative entitlements, in which case the program may provide for application of the mixed income housing requirement. The program shall also address the applicability of the mixed income housing requirement to projects which are the subject of formal applications pending on June 20, 2000 and may provide an exemption for those projects which reached a specified stage in the formal application approval process on June 20, 2000.

The City shall adopt a program of regulatory and financial incentives. This program may include one or more of the following: public subsidies, density bonuses, expedited or preferential permit processing, interior finishes reductions, fee waivers or deferrals and public works modifications to allow cost savings to developers to meet the mixed income target. SHRA shall assist developers in applying for available financing and the City shall give these affordable units a priority for fee waivers and other incentives. The program may provide that, In lieu of development, the developer may dedicate to SHRA a vacant developable parcel in a newly developed area with appropriate zoning and land use entitlements to accommodate the required very low and low income units.

To the extent feasible, the mixed income program shall limit the total number of affordable units within any one project.

To the extent that an applicable Community Plan establishes target average density and/or multiple housing type policies, projects shall generally be required to comply with the applicable target average density and/or multiple housing type requirements at the subdivision level to assure a variety of housing opportunities within each subdivision.

To incorporate affordable housing opportunities throughout the community, the City shall give preference to the following housing types: residential over retail uses, live-work units, granny flats and second units, a mix of duplexes and four plexes, single family zero lot line, z shaped lots and single family patio homes.

Responsible Entity: SHRA, City Planning, City Attorney and City Council
Time Frame: Summer/Fall 2000
Desired Result: Consideration and adoption of a Mixed Income Housing Ordinance (300 potential very low and low income units)

2.17 Amend the Housing Trust Fund Ordinance to allow the use of commercial development fees paid into the North Natomas fund for the development of affordable housing projects in North Natomas, if legally permissible. Currently, the North Natomas fund can only be used to fund infill projects in North Sacramento and these units have no affordablity restrictions. Allowing use of these funds for North Natomas projects will provide a another source of funding for meeting the Natomas and citywide affordable housing objectives.

Responsible Entity: City Planning, City Attorney and City Council
Time Frame: Summer 2000
Desired Result: 26 low and moderate income units

2.18 SHRA will work with the Sacramento Valley Rental Housing Association (SVRHA) to educate and more effectively market the Section 8 voucher program so that affordable housing opportunities are made available throughout the City of Sacramento.

Responsible Entity: SHRA and SVRHA,
Time Frame: Fall 2000
Desired Result: Effective marketing of Section 8 program with landlords

GOAL 3: HOUSING MIX, BALANCE AND NEIGHBORHOOD COMPATIBILITY: Promote a variety of housing types within neighborhoods to encourage economic diversity and housing choice.

The City of Sacramento, as historically developed, includes many different types of neighborhoods. It is the goal of the City to strengthen and stabilize them and increase housing choices throughout the City, neighborhood by neighborhood. Certain areas, such as South Natomas, North Sacramento, and Airport Meadowview, have an over-concentration of publically assisted housing and strive for more diversity by increasing home ownership and move-up housing.

To accomplish these goals, the Sacramento Housing and Redevelopment Agency is recommending a new Fair Share Plan (e.g. Affordable Housing Lending Policies) for multifamily new construction based on two major thresholds, by census tract: 1) household income over 80 percent of median income; and 2) at least 55 percent of the total housing units owner-occupied and the availability of vacant residential land. Agency financing for multifamily new construction will be made available only in census tracts meetings these criteria, with exceptions for senior citizen housing and projects in certain redevelopment and special intervention areas. Nothing in the proposed Fair Share Plan restricts private development financed exclusively with private funds.

General Housing Mix and Balance Policies

3.A The City shall take into account, in future community plan updates, including fair share housing needs within each neighborhood. As appropriate, include policies that encourage development of a variety of housing types in large subdivisions.

3.B The City shall encourage the development of a variety of housing styles and lot sizes to accommodate residents who wish to "move-up" within their community plan area.

Programs

3.1 The City shall adopt a Fair Share housing plan and Multi Family Lending Guidelines to provide guidance for the equitable distribution of publically assisted affordable housing throughout the city while also taking into account the availability of vacant residential sites. The threshold criteria will include home ownership rates and median income determined by census tract and availability of vacant multi-family zoned sites in new growth areas and areas of opportunity for development or reuse.

Responsible Entity: SHRA/City Council
Time Frame: Summer 2000
Desired Result: Fair Share Plan adopted after a community outreach process is undertaken to explain the policy and build consensus.

3.2 The City shall ensure that newly developing areas with unique circumstances are addressed in the Fair Share Plan. Include Census Tract 70.03 in the North Natomas Area

as a Fair Share Service area because the area is less than 1% developed, and includes vacant lands which would be appropriate for mixed income development.

Responsible Entity:	City Council/SHRA.
Time frame:	Summer 2000
Desired Result:	The current Multi Family lending Guidelines excludes this Census Tract in North Natomas based on the new formula or method for assessing census tracts. However, because this area is largely vacant and is the City's largest new growth area, an exception to the proposed guidelines formula should be made to include this area as an area suitable for mixed income housing.

3.3 Include mixed income housing developments in new growth areas and encourage step-up housing in existing areas which have predominantly low and moderate income housing. This can be accomplished by planning public amenities (siting parks, golf courses and other facilities to create new market conditions) to support middle and upper end housing in weaker market areas, and by conscientiously working with lenders and developers to invest in the diversification of areas.

Responsible Entity:	City Planning (lead) with assistance, SHRA and City Public Works
Time frame:	On-going.
Desired Result:	Many neighborhood areas of Sacramento are predominantly low or moderate income. Equally important to the concept of fair share distribution of low income housing is economic diversification and stabilization of low income areas. Through actions of SHRA and the City in coordination with lenders and developers efforts should be made to provide opportunities for step-up housing where ever possible in low and moderate income neighborhoods.

3.4 Enforce the requirements in the North Natomas Community Plan for multiple housing type and target density policies through educational workshops with builders and others as to the existence of these requirements for each development project. Given that developers contend that the requirements for multiple housing types and target density policies apply on a neighborhood basis only, and that individual subdivisions or projects need not satisfy the requirements, add clarifying language to ensure that the requirements are satisfied at the subdivision or project level.

Responsible Entity:	City Planning/City Council
Time Frame:	Summer 2000
Desired Result:	Workshops on promoting Medium Density multiple housing type Housing Developments and North Natomas Community Plan Amendments to Residential Density Program

GOAL 4: MITIGATE GOVERNMENTAL AND NONGOVERNMENTAL CONSTRAINTS IN THE DEVELOPMENT AND ASSISTANCE OF HOUSING

The City recognizes that government fees and processing procedures contribute to the cost of housing, thereby affecting housing affordability for some households. At the same time, the City has a responsibility to fund essential services (with limited tax revenue) and assure that adequate service levels are maintained and State environmental and planning laws are followed. Nongovernmental constraints such as land supply and construction costs, and lack of financing act as additional barriers to housing development. Mitigation of these potential constraints could facilitate the production and rehabilitation of housing and still support and encourage public participation.

Delegating the level of decision-making from the Council to the Commission or staff on permit processing could reduce development costs by reducing time and fees. An improved pre-application process also includes early staff identification of planning and building issues and potential options. The City could further expedite the permit process by continuing to offer centralized permit processing and concurrent review of multiple permits.

The City recently made efforts to streamline the review and approval process by establishing an "application review task force", a multi-department group whose purpose was to assess the process and recommend improvements. This task force proposed the following goals:

- Delegate decision-making at the earliest and most appropriate point in the process.
- Provide comprehensive and timely processing of applications.
- Build a process which keeps the applicant advised.
- Involve interested parties at the earliest point; keep community groups informed.

The task force members recommended several implementation measures to achieve these goals; the major recommendations follow, along with other programs the City could implement to streamline the process.

Policies

4.A The City shall continue to streamline the permit application process to reduce the length of time for review and approval.

4.B The City shall provide for early notification and consultation with appropriate neighborhood organizations to facilitate resolution of land use issues.

4.C The City shall continue to require adequate flood protection when approving new development.

4.D The City shall amend the zoning ordinance to establish clear development standards, review and approval procedures for a variety of housing types, including but not limited to multi family housing and emergency shelters.

Programs

4.1 Amend the Zoning Ordinance to establish clear locational and development standards; and to establish a streamlined review process, such as by utilizing a Planning Director's Special Permit process, for emergency shelters and transitional housing projects satisfying the adopted standards. The standards shall be based on the nature and type of the use and its potential land use impacts and not on the clientele who will use the facility.

Responsible Entity: SHRA, City Planning, City Attorney and City Council
Time Frame: Summer/Fall 2000
Desired Result: Amendments to Zoning Ordinance

4.2 Continue to implement the preliminary review process whereby city staff and neighborhood groups provide comments and advise the applicant of policy and technical areas that needs to be addressed prior to the formal application review.

Responsible Entity: City Planning.
Time frame: On-going.
Desired Result: This is an existing program which helps to identify planning and community issues early in the process so that problems can be identified and addressed and processing time is shortened.

4.3 Continue a streamlined, but effective process for involving neighborhoods in land use decisions affecting their area. Concepts for implementation include: Notify neighborhood associations early in the review of Rezoning, Special Permit, Variance, Plan Amendment, planning entitlement applications. Amending the Zoning Ordinance to extend the mailing notification radii for certain planning entitlement applications. Providing forums to encourage and promote dialogue between the applicant/developer and the neighborhood.

Responsible Entity: Neighborhoods, Planning and Development Services
Time frame: On-going.
Desired Result: Early notification to neighborhood and business groups and adjacent property owners

4.4 Conduct interdepartmental committee meetings to coordinate early review of development projects and address policy concerns. That committee consists of the Planning and Development, Public works, and other City departments involved with the building and planning process.

Responsible Entity: City Planning, Public Works and Utilities
Time frame: On-going.

Desired Result: The Interdepartmental Planning Policy Review Committee is in place to coordinate input on new projects. Additionally, the City has recently re-organized the "front counter" functions to include planning, building, transportation and traffic representatives in a "one-stop" shop.

4.5 Amend and implement the City's Subdivision Ordinance Regulations to streamline the map process and reflect current development and infrastructure standards. (See also program 4.10)

Responsible Entity: City Planning and Public Works Department.
Time frame: Fall 2000
Desired Result: Provide flexibility in development standards so that new subdivisions are compatible with existing neighborhood conditions. Also provide flexibility in the types of infrastructure improvements necessary. For example, flexibility in roadway widths would, in some instances, reduce costs and allow a more intimate neighborhood environment.

4.6 Study and implement potential reductions of permit fees to remedy smaller residential project inequities.

Responsible Entity: Public Works and Utilities Departments.
Time frame: 1996 and on-going.
Desired Result: In coordination with the Public Works Department review fees associated with smaller projects, particularly infill projects. Reduce any excesses, and where possible provide fee waivers or incentives for projects which meet the goals of the Housing Element, or conform to infill development design criteria.

4.7 Work with SAFCA and other responsible agencies to resolve flood plain restrictions which affect major portions of the City. Actions include: 1) Complete the Sacramento River levee stabilization project. 2) Begin construction of needed improvements along the perimeter levee system protecting Natomas. 3) Implement permanent protection plan along the main stream of the American River as authorized by Congress and, 4) Modify operation of Folsom Dam and Reservoir to provide a minimum 100-year level of flood protection on an interim basis until such time as permanent protection is available.

Responsible Entity: City Manager's Office, Public Works Department, SAFCA and Army Corps of Engineers.
Time frame: On-going.
Desired Result: Sacramento levee improvements and Folsom Dam re-operation are now in place. Work continues on the modifications to Folsom Dam.

4.8 Study and modify infrastructure standards, including major street construction, local street widths, sizing of streets based on TSM trip reductions, curb, gutter and sidewalk

requirements. Modification of existing development standards could increase overall housing efficiencies and productivity. The City could modify certain infrastructure standards to allow more flexibility and encourage residential development. Reduction of street widths, for instance, might increase the number of lots available for development. The City could also consider relaxing specific land use and zoning controls in certain circumstances to promote housing development. For instance, it might be beneficial to the City to reduce setback and lot coverage requirements in certain areas. Recently adopted and ongoing studies, such as the Central City Housing Strategy and Infill Program, have examined the possibility of adjusting various standards to promote housing production that might be good models for modification of other development standards in the city. (See also program 4.7)

Responsible Entity: City Planning and Public Works Department.
Time frame: Spring 2000
Desired Result: Provide flexibility in development standards so that new subdivisions are compatible with existing neighborhood conditions. Also provide flexibility in the types of infrastructure improvements necessary. For example, flexibility in roadway widths would, in some instances, reduce costs and allow a more intimate neighborhood environment.

4.9 Establish Planning Director's Special Permit (PDSP) process for review and approval of multi-family developments. Currently all multi-family proposals require review and approval by the Planning Commission unless the project is located within a design review district or PUD which creates additional processing times and costs. The PDSP process would utilize the Multi-Family Design Guidelines to assure compliance with minimum design standards (5.3).The streamlined process shall provide for notice and community review of proposed projects, and shall provide an opportunity and mechanism for City Council review of individual projects. To promote the proper and adequate management and maintenance of rental units, the City shall establish one or more mechanisms, such as a maintenance and management agreement which satisfies certain specified criteria.

Responsible Entity: City Planning/City Attorney/City Council
Time Frame: Summer 2000
Desired Result: Zoning Ordinance Amendments to Multi-family R Review

4.10 Repeal the existing Emergency Shelter and transitional Housing resolution that prohibits the expansion of existing homeless programs in the City until the County equals or exceeds this number.

Responsible Entity: City Council/SHRA
Time Frame: Summer 2000
Desired Result: Repeal of Homeless Program Prohibition

GOAL 5: HOUSING QUALITY AND NEIGHBORHOOD IMPROVEMENT

Sacramento is a community of distinct neighborhoods. An emphasis of the City's current mission and policy is based on improving conditions for all people through improvement and strengthening of our neighborhoods. Since neighborhoods are the "living spaces" for residents of Sacramento, housing policy plays a critical role in neighborhood improvement strategies and vice a versa. In this respect, the design of new housing and infill housing is important to neighborhood stability and improvement. For example, the City's residential infill program was adopted in 1983 to promote use of areas and sites that have been skipped over for development. Since its inception, the program has had minimal success. Further, many view the program as a promotion of unwanted increased densities, rental housing and as a program that often results in housing of minimal quality. Infill sites are vacant or underutilized urban lots that, if properly developed, could accommodate additional housing as well as assist in neighborhood revitalization and stabilization. Development of these lots could better utilize existing infrastructure and City services, provide additional housing opportunities, and eliminate blight that the underdeveloped lots could be contributing to the neighborhoods. By providing housing in close-in urban areas and helping to reduce commuter trips, residential infill development furthers other important City objectives to improve air quality and promote public transportation by providing housing near job sites. The programs described below will tailor the existing infill program to neighborhoods and specific communities. Because of the sensitivity of introducing new buildings in established neighborhoods, efforts must be made to ensure that new housing respects the historic patterns of a neighborhood and the community's design fabric. The Planning Division is interested in developing flexible guidelines to help new infill projects successfully integrate into existing communities.

Design, intensity and siting of multi-family projects is also a concern. As noted in Chapter 3, nearly 3000 units of multi-family housing (5 units or more) were produced in the City of Sacramento over the last decade. While this was beneficially to the overall housing supply, in many cases, these units were too densely concentrated in certain areas of the City or lacked design guidance. As a result, the City now confronts substantial community opposition regarding the development of new multi-family housing. Rather the community is requesting that guidelines for concentration of multifamily housing, design and management be developed. Policies and programs are included in this section, to address some of these issues.

There are several neighborhoods with a large supply of affordable housing in need of rehabilitation. The City has recently instituted programs targeting a wide variety of problems that directly or indirectly affect housing conditions within those communities. Some programs described in this section, such as the Infill Program, strengthen existing older neighborhoods and others, such as the newly adopted early notification system, attempt to inform neighborhood residents and organizations of development and land use projects. While all of the goals, policies and programs addressed in this Element pertain to revitalization and stabilization, the programs below directly assist neighborhoods, especially those that are at a crux in their social and economic survival.

A pilot program which the City is implementing in the Alkali Flat and Mansion Flats neighborhoods is the Neighborhood Reclamation and Protection Plan (NRPP). Its purpose is to control and successfully eliminate gangs and drug problems in the area. Various City departments are working

with the community residents to analyze the problems and identify resources to solve them. The City and community will continue to work together to develop and implement an action plan. Consideration should be given to expanding this program to other neighborhoods with similar problems.

Policies

5.A The City shall expand the design review program to encourage residential development of high architectural and structural quality which is compatible with neighboring land uses.

5.B The City shall continue to work with neighborhood residents in ensuring that all our neighborhoods are safe, decent and pleasant places to live and work. This includes working with schools, community oriented policing, addressing problem properties, and ensuring new development is compatible with existing neighborhoods.

5.C As a municipal government, the City of Sacramento shall continue to develop new means of including the community and neighborhoods in the planning and delivery of public services

5.D Promote quality residential infill development in infill areas or designated infill sites through flexible development standards.

5.E Adopt new multi-family guidelines for use in project reviews.

Programs

5.1 The City shall continue to provide and improve the Design Review program of the City. In particular, the City shall develop Design Guidelines to help standardize design expectations and shall investigate alternative administrative processes for small project design review. Currently the City is developing Design Guidelines for the Central City to help simplify and clarify design standards for development in this area. Additionally, the City has adopted an administrative (staff level) design review process for the north area of Sacramento (north of the American River). This eliminates the need for full Design Review Board review for small projects or projects which reasonably conform to design guidelines. In all these efforts, the City is seeking to streamline the process without sacrificing good quality design and public process.

Responsible Entity:	City Planning /City Council
Time frame:	Spring 2000
Desired Result:	Develop clear and easily understood design guidelines and develop streamlined methods to implement design review program throughout the City.

5.2 Update the City's Infill and Deep Lot Development Ordinances that encourage compatible residential infill development. Create additional incentives for residential infill development to streamline the permit approval process by reducing permit costs and time, and institute

flexibility to encourage development that is appropriate for the neighborhood. Modify the City's existing infill program to accomplish the following objectives:

- Tie the incentives to achieving a quality project that compliments the neighborhood. Quality should be exhibited in product design, type and variety of materials and orientation to the street.

- Provide increased flexibility within the Zoning Ordinance to develop in a manner consistent with the surrounding neighborhood. For example, offer flexibility by modification of setback, lot size and lot coverage development standards.

- Offer parcels with constraining shapes the ability to utilize more flexible street standards in the existing infill program, e.g., street widths and street improvements.

- Add the ability to offer a streamlined process for adjusting a project's permitted densities (higher or lower) when needed to move forward with a project that is compatible with the neighborhood setting.

- Identify who has the responsibility for coordinating and promoting the program.

- Tie the water development fee waiver and other incentives to achieving a quality project that compliments the neighborhood.

- Provide updated information about the location of infill areas and sites. For example, amend the General Plan's infill map to reflect infill areas.

- Besides the waiver of water hook-up fees, investigate other City and non-City financial incentives for the program.

Responsible Entity:	City Planning Department.
Time frame:	Fall 2000
Desired Result:	Update and adopt infill housing policies, ordinances and incentives that streamline the development process and resolve neighborhood concerns regarding infill housing.

5.3 Adopt the City's Multifamily Development Guidelines to address site planning, building design and architectural issues. The revised Multi-Family Housing Guidelines should include methods to improve security and reduce crime on site (through safety by design).

Responsible Entity:	City Planning /City Council
Time frame:	Summer 2000
Desired Result:	New Multi-Family Design Guidelines adopted by Design Review Board, City Planning Commission and City Council in conjunction with action 4.9

5.4 Continue to implement the Problem-Oriented Policing (POP) Program, a multi-departmental effort to improve city neighborhoods and abate various code violations.

Responsible Entity: City Police Department and Neighborhood Services Department.
Time frame: 1996 (existing program)
Desired Result: Early and efficient resolution of problem property cases such as drug houses and health and safety violations.

5.5 Continue to implement the Neighborhood Reclamation and Protection Plan (NRPP), a multi-departmental program designed to control and rid targeted neighborhoods of gangs and drugs.

Responsible Entity: SHRA and Neighborhood Services Department
Time frame: Ongoing
Desired Result: Strengthen existing troubled neighborhoods through weeding out of problems and development of positive neighborhood capacities and assets.

5.6 Reorganize the Planning Division into geographic teams to improve planning decisions within the City's diverse neighborhoods.

Responsible Entity: City Planning
Time frame: 1996 (completed)
Desired Result: Develop geographic teams to be more knowledgeable and accessible to neighborhood residents. Promote better consensus and dialog regarding neighborhood development.

5.7 Implement neighborhood revitalization and preservation recommendations for the Central City.

Responsible Entity: City Planning
Time frame: Summer1999
Desired Result: Adoption of Phase II of the Central City Housing Strategyrezonings and Central City Neighborhood Design Guidelines. Finance and complete at least seven central city mixed income housing projects.

5.8 Support home ownership among low and moderate income household through the following SHRA programs or similar activities: down payment assistance loans, mortgage credit certificates, single family bond loans, Freddie Mac home loans with special insurance provisions and underwriting.

Responsible Entity: SHRA
Time Frame: On-going
Desired Result: Increase owner-occupancy for 2400 qualified low and moderate income households.

5.9 Support home ownership programs carried out by nonprofit housing corporations, such as self-help housing, Neighborhood Housing Services' loans and home ownership center activities, and the counseling programs of the Sacramento Home Loan Counseling Center.

Responsible Entity: SHRA
Time Frame: On-going
Desired Result: Increase owner-occupancy among qualified low and moderate income households throughout Sacramento.

5.10 Continue systematic building code enforcement through Code Action Team (CAT) to preserve and restore housing and thereby help strengthen residential neighborhoods and link to the SHRA boarded and vacant program.

Responsible Entity: City Building Division
Time frame: On-going.
Desired Result: Proactive and systematic inspections and enforcement of basic health and safety codes and zoning ordinance to preserve housing and prevent neighborhood decline.

5.11 Develop and implement locational criteria, review procedures and development standards for the siting and integration of social service care facilities in residential neighborhoods.

Responsible Entity: City Planning /City Council
Time frame: Spring 2000 - Social Service Siting Policy and Ordinance
Desired Result: Social Service Siting Policy and Ordinance. Develop clear and easily understood siting guidelines which ensure a logical fair share distribution of social services.

5.12 Where needed, implement the Rent Escrow Account Program (REAP) which would enable tenants to voluntarily place rent in an escrow account in the event identified code violations are not resolved by the landlord.

Responsible Entity: City Attorney's Office, Neighborhood Services Department, SHRA,
Time frame: On-going.
Desired Result: Empower tenants to take immediate action to correct health and safety violations.

5.13 Del Paso Nuevo; maintain high priority assistance and coordination for the development of Del Paso Nuevo - a 154 acre new town in the Del Paso Heights Redevelopment Area.

Responsible Entity: SHRA
Time Frame: 1999-2010
Desired Result: 130 new homes, parks, and infrastructure development (1999-2002), 300 homes by 2010.

5.14 The City and SHRA are exploring the possibility of securing federal funds and allocating some portion of McClellan AFB redevelopment area revenues to correct infrastructure and housing deficiencies at the Parker Homes. These homes were originally constructed by the federal government in 1942 as off-base military housing for McClellan AFB in manner that fell well short of basic infrastructure and building code requirements.

Responsible Entity: SHRA
Time Frame: 2001
Desired Result: Housing rehabilitation and adequate infrastructure development

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GOAL 6: CONSERVE SACRAMENTO NEIGHBORHOODS AND REHABILITATE AFFORDABLE HOUSING

Given the financing and construction expenses of new housing, the existing housing supply is the City's best source of housing affordable to lower income households. Ongoing and new programs targeted to maintain the existing housing stock could result in retention of affordable housing and avoid tenant displacement. The City should target rehabilitation of housing units, especially those affordable to lower income households, in need of repair. Approximately 12,000 existing housing units in the City need some degree of rehabilitation; fifty percent are renter-occupied. There is a continuing need for housing rehabilitation to avoid major expenses associated with demolition or new housing construction.

A key ingredient in successful housing preservation is the participation of the diverse neighborhoods throughout Sacramento. The City should work cooperatively with its neighborhoods, as well as with other participants, to rehabilitate the existing housing supply. A large percentage of Sacramento's affordable housing are located within neighborhoods which investors and policy-makers have traditionally ignored. The City needs to recognize that neighborhoods and their residents, as well as the investment and development community, must be included in policy decisions in order for successful implementation to occur. Even stable neighborhoods and communities that are currently not in need of revitalization assistance should participate in the City's ongoing housing preservation process. Through outreach efforts, the City will be able to reinforce the sense of community.

Policies

6.A Revitalize and improve the quality of existing Sacramento neighborhoods.

6.B Develop programs to retain the existing assisted housing stock (opt-out units) which may be converted to market rate housing.

6.C Provide programs to preserve the existing stock of single room occupancy units (SROs).

6.D Monitor programs to ensure the retention of mobile home parks.

6.E Monitor the conversion of rental housing to condominiums to protect the rental housing supply.

6.F Preserve landmark and historic residential buildings.

Programs

6.1 Expand the use of the SHRA Boarded/Vacant Home program, which provides incentives to contractors to purchase these properties, rehabilitate them, and sell them to low and moderate income home buyers.

Responsible Entity: SHRA
Time Frame: On-going
Desired Result: 70 units eliminated from the City's dangerous and substandard building list, rehabilitated, and sold to first time home buyers.

6.1a Develop and expand successful incentive programs to improve management and maintenance of privately owned rental housing, particularly among four-plex housing and apartments, within older neighborhoods and commercial corridors. Program elements may include improved coordination with neighborhood code enforcement, problem-oriented policing efforts, property management districts and other proactive efforts along commercial corridors in affiliation with business and neighborhood associations.

Responsible Entity: SHRA
Time Frame: Summer 2000
Desired Result: Adoption of Program

6.2 Continue to finance the rehabilitation of owner-occupied homes through CDBG, HOME, tax increment, and other sources of funds.

Responsible Entity: SHRA
Time Frame: On-going
Desired Result: 350 low and very low income home owners will be able to maintain their homes through attractive financing options, ranging from emergency grants to amortized loans.

6.3 Maintain active financing program for acquisition and rehabilitation of multi-family properties to assist in the revitalization of neighborhoods and provide affordable housing. Continue to explore additional funding sources to expand activity.

Responsible Entity: SHRA
Time Frame: On-going
Desired Result: Add 260 units to very low and low income affordable housing supply while removing blighting properties from neighborhoods.

6.4 Adopt a proactive rental inspection program to ensure rental housing maintenance. This may require a fee to support inspection services. Careful consideration of the fee structure should be given to avoid increasing the costs of rental housing. Also, consider a "self-certification" program for landlords that participate in a maintenance/management training program.

Responsible Entity: City Council/SHRA
Time frame: Fall 2000
Desired Result: Maintain the quality of existing multi-family units and avoid deferred maintenance.

6.5 Preserve privately owned HUD-financed low income housing projects that are at risk of conversion to market rate housing through a program including notification to owners, information to tenants through Human Rights/Fair Housing on-site programs, proactive local financing and participation in federal and stare preservation programs.

Responsible Entity: SHRA
Time frame: On-going
Desired Result: Preserve 100 units annually through restructuring programs; preserve affordability of 100 units annually (and Section 8 assistance) through sales to priority purchasers; and provide enhanced Section 8 vouchers to 85 percent of residents in opt-out projects (estimate 200 units prepaid)

6.5a Preserve affordable units in mortgage revenue bond projects with expiring regulatory agreements through financial incentives including refinancing and issuance of new bonds for acquisition/rehabilitation.

Responsible Entity: SHRA
Time frame: On-going
Desired Result: Preservation of 100 affordable units in expiring mortgage revenue bond projects

6.6 Appoint an SRO Task Force to including property owners, business groups, SRO occupants, affordable housing advocates, affordable housing providers and others to review and recommend policies related to the preservation, replacement and development of Single Room Occupancy Hotels.

Responsible Entity: SHRA/City Council
Time frame: Fall 2000
Desired Result: Report back to the City Council on SRO policies

6.7 Implement the new Residential Hotel Alternative Housing Program, adopted by the Council in 1998 to provide service-enriched housing in small apartment settings as an alternative to new construction of residential hotels.

Responsible Entity: SHRA/DHA
Time Frame: On-going
Desired Result: Assist 150 very low income persons throughout the Sacramento area that need appropriate supportive services needed by many homeless or transitional housing tenants.

6.8 Amend the zoning ordinance to comply with the residential hotel new construction standards

Responsible Entity: City Planning/City Council
Time Frame: Spring 2001
Desired Result: Zoning Ordinance amendment to facilitate the production of affordable living spaces for very low income people that provide privacy and foster self-sufficiency.

6.9 Update the Historic Preservation Ordinance (Chapter 32) to preserve historic resources and reviewing alternatives (including demolitions of potential historic or known historic structures) within designated design review districts and preservation districts.

Responsible Entity: City Planning/City Council
Time frame: Summer 2000
Desired Result: Updated Historic Preservation Ordinance

6.10 Fund and Support Sacramento Heritage Trust Fund

Responsible Entity: SHRA/City Planning
Time Frame: On-going
Desired Result: Sacramento Heritage Program

6.11 Develop and adopt a Historic Preservation Element of the General Plan which includes an inventory of historic preservation resources, policies and programs.

Responsible Entity: City Planning
Time frame: Summer 2000
Desired Result: Historic Preservation Element

6.12 Consider adopting a Residential Demolition Ordinance which provides for the review of non-historic buildings.

Responsible Entity: City Council/City Planning
Time Frame: Spring 2000
Desired Result: Residential Demolition Ordinance to provide for alternatives to demolition of sound housing stock.

6.13 Continue to implement the Neighborhood Paint Program.

Responsible Entity: SHRA, Neighborhood Housing Services, Business Association
Time frame: Ongoing
Desired Result: Affordable means for low and very low income persons to weatherize and improve their homes.

6.14 Implement the Franklin Villa Revitalization Plan to restore neighbohood vitality and safety

Responsible Entity:	SHRA, NPDSD and Police Departments
Time Frame:	Summer 1999-2002
Desired Result:	Acquire 120 HUD held properties, rehabilitate and manage them; expand services of Franklin Villa Resource Center and increase educational resources for Parkway Elementary School

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GOAL 7: PRESERVE AND DEVELOP HOUSING OPPORTUNITIES FOR PERSONS WITH SPECIAL NEEDS

The City has identified populations with special housing needs and has implemented programs to address their needs. Those groups include the disabled, elderly, large families, families with female heads of households, and families and persons in need of emergency shelter. (Section 3 details the special housing needs of Sacramento's homeless population). The Sacramento Housing and Redevelopment Agency plays a crucial role in implementation of programs designed to assist Sacramento's special needs population. The Agency operates and oversees a variety of housing programs and supportive services targeting the homeless, elderly, disabled, mentally ill, AIDS patients, new large and small households, and those most at risk of becoming homeless or displaced. Through its efforts targeting the latter group, the City is ensuring that the larger group of households and individuals with special housing needs remain in decent affordable housing. Homelessness and its contributing factors continue to be a pervasive problem in Sacramento. Emergency housing and related assistance to homeless individuals and families are currently provided by the City. However, in recognition that prevention of homelessness is the best solution to the problem, priority is being given to a preventative approach to serve those most at risk of becoming homeless or displaced. This approach involves housing construction and rehabilitation and administration of social services to ensure that residents remain housed.

In response to the impact of the public inebriate and homeless on downtown neighborhoods, the City plans to consolidate facilities and services for the homeless in the Richards Boulevard area near 12th and North B Streets. (See Program 4 below). This multi-service campus will house a new social services complex, emergency shelters for the homeless, a detoxification/recovery facility, and centralized services for shelter and non-shelter participants. The site will also contain low-cost "cottage" dwellings for individuals and families who are making a transition from homelessness to mainstream lifestyles. Consolidation and integration of services in the Richards Boulevard area will assist Sacramento and the Redevelopment

Agency to effectively serve the homeless over the next twenty years. More importantly, through this comprehensive program, the City of Sacramento will achieve several of its affordable housing goals and help prevent homelessness.

Policies

7.A Provide shelter services to the homeless and support programs that address the causes of homelessness.

7.B Encourage a variety of housing types for households with special housing needs, including large families.

Programs

7.1 Continue to provide assistance to emergency shelter facilities for the homeless population, including alcohol and drug recovery programs, through the County Department of Human Assistance (DHA) and their non profit service providers. Expand and reinforce linkages between shelters and providers of transitional housing so that persons can obtain longer term assistance more readily.

Responsible Entity: DHA
Time Frame: On-going
Desired Result: Maintenance of existing network of emergency shelters linked with service providers to obtain assistance more effectively to get people off the streets, to move the secure living fee from domestic violence, and to stabilize living conditions for homeless children.

7.2 Support transitional and permanent housing programs that enable homeless persons to deal with the issues that led to homelessness and to move toward self-sufficiency. Existing programs include Quinn Cottages, Transitional Living and Community Support, Volunteers of America Readiness programs, Salvation Army residential programs, Sacramento Veterans Resource Center, and South Area Emergency Housing.

Responsible Entity: SHRA, DHA, nonprofit service providers
Time Frame: On-going
Desired Results: Purchase and or rehabilitate 80-100 units to house homeless persons in well managed transitional and permanent housing facilities.

7.3 Review and adopt, as needed, specific recommendations of the Board on Homelessness of the Cities and County of Sacramento. It is expected that recommendations will include the expansion of permanent housing opportunities for formerly homeless persons in well managed facilities with supportive services so that progress toward self-sufficiency is maintained.

Responsible Entity: City Council, SHRA
Time Frame: 1999-2000
Desired Result: Continued funding and operation of effective supportive housing programs that link transitional and permanent

housing, recovery programs, and emergency shelters to help persons maintain independent living skills.

7.4 Implement policy within the Richards Boulevard Area Plan to consolidate social service providers within the planning area to enable the homeless to obtain food, shelter and other services in a single location. This will diminish the need for homeless individuals and families to travel widely through the city for services.

Responsible Entity: City Downtown Development Department and DHA
Time frame: Fall 1999
Desired Result: Construction of the social service complex, as revised.

7.5 Continue to promote the concept of co-housing, mutual housing and housing cooperatives.

Responsible Entity: SHRA and affiliated non-profit sponsors
Time Frame: On-going
Desired Result: An additional 25-50 units can be accomplished in 1996-1998.

7.6 Continue to implement the strategies of the SHRA's Consolidated Plan for Housing and Community Development. The "Consolidated Plan" discusses several housing initiatives for special need populations including the development of housing for the homeless, the mentally ill and persons with AIDS. SHRA is actively pursuing funding and programs for these special needs populations.

Responsible Entity: SHRA and affiliated non-profit sponsors
Time frame: On-going
Desired Result: Provide financing and technical assistance to non-profit service providers to create two additional developments for persons with special needs.

GOAL 8: ENERGY CONSERVATION

Ongoing support of existing energy conservation measures and encouragement of additional policies is one means by which the City could help control rising construction costs. Technological advances and effective site design could reduce development costs while providing long-term energy efficient housing. The City should take steps to better integrate solar access planning into the land use planning process in order to meet existing and future energy concerns. The Sacramento Municipal Utility District (SMUD) offers energy conservation programs that promote compliance above the minimum standards within Title 24 of the California Building Code. SMUD and the Pacific Gas and Electric Company (PG&E) offer weatherization programs to all households regardless of income to help reduce the costs of operating housing. These weatherization programs are especially effective in reducing the monthly costs of lower income affordable housing. Another form of energy assistance available to Sacramento households is the tree planting program administered by SHRA in consultation with SMUD and the Sacramento Tree Foundation.

Finally, the City through its land use policies and the proposed policies of this Housing Element, seeks to increase the supply of housing located along transit corridors to reduce vehicle trips (See housing supply policies).

Policies

8.A Wherever possible, develop, incorporate and support energy conserving programs in the production and rehabilitation of housing to improve the environment and reduce household energy costs.

Programs

8.1 Support SMUD's Energy Efficient New Construction Program which provides financial incentives to builders to exceed minimum energy efficiency standards.

Responsible Entity: SMUD
Time frame: On-going (existing program)
Desired Result: Implementation of new conservation and alternative energy programs to reduce energy costs of new residential buildings.

8.2 Support SMUD and PG&E's program to retrofit existing housing for energy efficiency.

Responsible Entity: SMUD, PG& E and SHRA
Time frame: On-going (existing programs)
Desired Result: Reduce household energy costs through a variety of insulation, system update and weatherization program.

8.3 Continue to administer the Tree Planting Program to provide shade and to help with neighborhood revitalization and beautification.

Responsible Entity: SHRA, SMUD and Tree Foundation
Time frame: On-going (existing program)
Desired Result: Provide strategically located shade trees to reduce air conditioning costs.

GOAL 9: PROMOTE EQUAL HOUSING OPPORTUNITY

All households in Sacramento, regardless of income, age, disability, race, ethnicity, sex, religion, marital status or sexual preference, should have the right to rent, lease, or purchase housing without discrimination. The City has continued to ensure equal housing opportunity through its enforcement of fair housing practices.

The City should support the enforcement of fair housing laws to ensure that all households in Sacramento have equal access to safe and affordable housing. Fair housing practices should prevent discrimination against households with special needs, such as the poor, the elderly, the ill, disabled, female-headed families, immigrants and non-traditional households. Through the Human Rights/Fair Housing Commission, the City of Sacramento has enforced equal and fair access laws; support for the Commission's enforcement and educational activities should continue.

Through promoting enforcement of existing state and federal laws, the City could help eliminate discrimination against households with special needs. The City should implement State and federal

legislation addressing prevention of discrimination against households with children as well as ensure housing accessibility for households with physically challenged members. Furthermore, Equal housing opportunity programs should provide a means for resolution of housing discrimination complaints.

9.A Encourage economic integration, fair housing opportunity and the elimination of discrimination against households with special needs.

9.B Increase affordable housing opportunities in new developments and implement a fair share distribution of affordable housing units throughout Sacramento communities.

9.C The City should work in conjunction with other Sacramento area jurisdictions and agencies to develop a region-wide approach to provide affordable housing for all households.

Programs

9.1 Continue to support enforcement practices of the Human Rights/Fair Housing Commission addressing discrimination against households with special needs, and fair housing education programs offered by other organizations such as the Apartment Owner's Association and the Board of Realtors.

Responsible Entity: Human Rights Fair Housing Commission (lead)
Time frame: On-going (existing program)
Desired Result: Provide mediation, education and referrals to the State Office of Fair Housing or legal aid centers for cases of housing discrimination or other forms of discrimination.

9.2 Provide equal housing opportunity for people with disabilities. Existing program and ensure that residential projects comply with the American Disabilities Act. New program: American Disabilities Act compliance. Support public improvements that provide reasonable accommodation for the disabled.

Responsible Entity: Human Rights Fair Housing Commission, Building Division, SHRA and Legal Center for the Elderly and Disabled.
Time frame: On-going (existing program)
Desired Result: Ensure positive recourse and corrective action to prevent discrimination against persons with disabilities.

9.3 Support neighborhood efforts to resolve tenant complaints. New program: McGeorge Law School/Neighborhood Mediation Program.

Responsible Entity: Sacramento Mediation Center
Time frame: On-going (existing program)
Desired Result: Continue to provide alternative dispute resolutions methods for landlord tenant and neighborhood conflicts.

9.4 Develop and implement a program, in consultation with the Building Industry Association, that would incorporate housing visitability standards (including the installation of interior modifications) in all newly constructed single family homes financed by SHRA. Establish guidelines for exterior modifications both within and outside of designated flood zones and the specific type of hardware that may be incorporated.

Responsible Entity: SHRA
Time Frame: Summer 2000
Desired Result: Improved accessibility for persons with physical disabilities in single family developments

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GOAL 10: MONITOR AND COORDINATE HOUSING PERFORMANCE

The City recognizes the need to coordinate its many efforts to implement its identified housing strategies. Successful development of affordable housing depends on coordination and active participation of the SHRA, City Planning, other City departments, and various regional agencies which provide technical support or serve in an advisory capacity. Implementation of the Housing Element could be monitored in a variety of ways to ensure that the City meets its objectives.

Policies

10.A: Monitor implementation of Housing Element objectives and measures.

10.B: Increase City/County Housing Policy Coordination to ensure that a fair and regional approach to housing policy continues to improve.

Programs

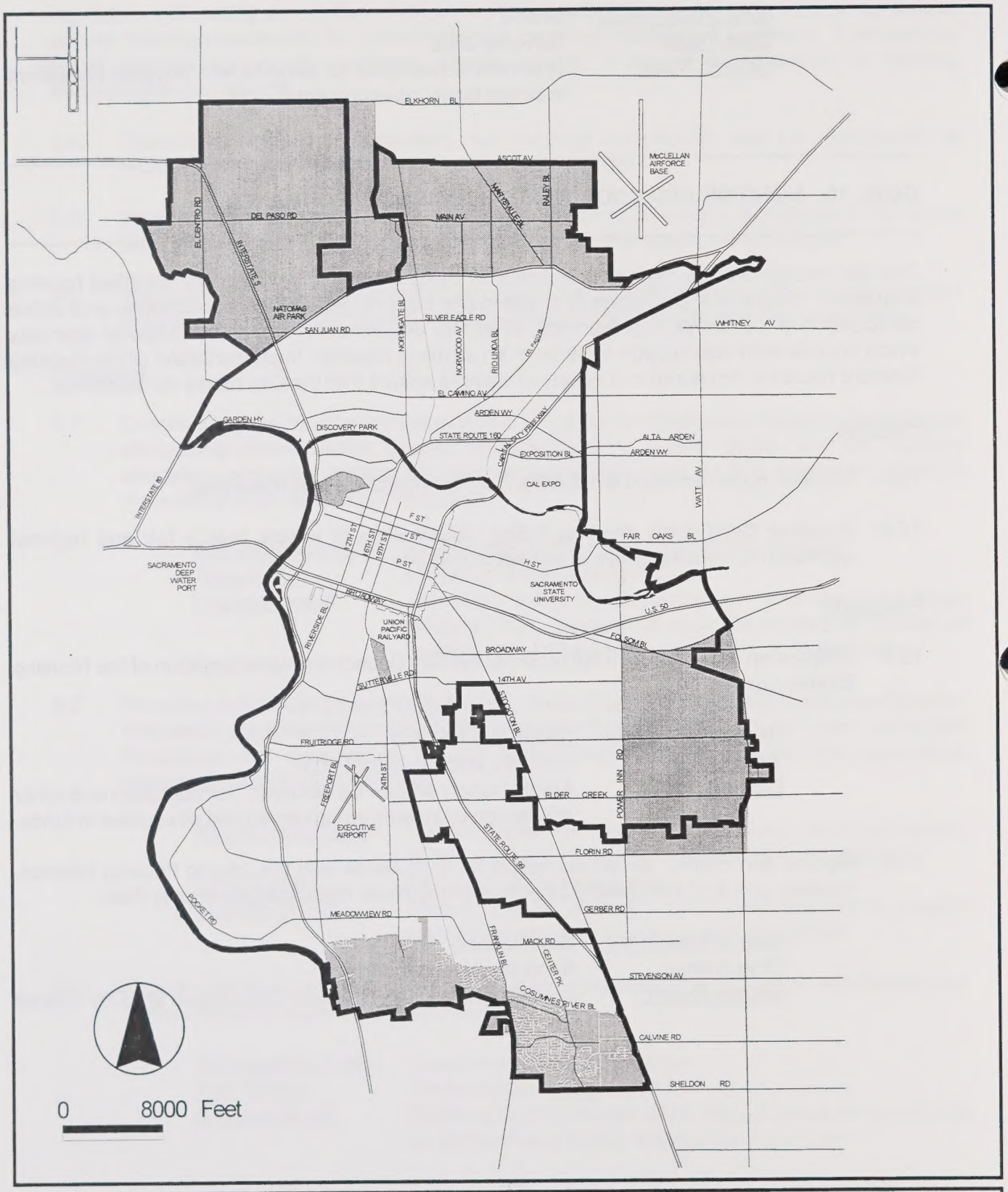
10.1 Prepare an annual monitoring report to the City Council on implementation of the Housing Element goals.

Responsible Entity: SHRA and NPDSD
Time frame: Annually starting in April 2001
Desired Result: Annual report on new construction, rehabilitation and other assistance by income group served and all sources of funds.

10.2 Monitor and publish an annual report on compliance with the jobs to housing balance, housing type and affordability objectives in the North Natomas Community Plan.

Responsible Entity: City Planning
Time Frame: Annually starting in 1999
Desired Result: Annual reports to City Planning Commission and City Council

Map 10-1



AREAS SUBJECT TO MIXED INCOME HOUSING POLICY

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

11. HOUSING ELEMENT IMPLEMENTATION PROGRAM

11.1 QUANTIFIED OBJECTIVES

Quantified housing objectives for the time frame of the element can be categorized by targeted household income groups as shown in Table 11-1 below. As required under State law, the table classifies the dwelling unit objectives by income level and type of housing assistance, such as housing rehabilitation or production of affordable housing units. This information is based on the City's more detailed housing program objectives and the chart on the following pages.

Table 11-1
1/99 - 7/02 QUANTIFIED HOUSING UNIT OBJECTIVES
BY INCOME CLASSIFICATION (BASED ON IMPLEMENTATION PROGRAM)

Income Category	Total	Rehabilitation	New Construction (Based on Revised RHAP Goals)
Very Low Income (0-50%)	1,885	1,120	665
Low Income (51-80%)	999	211	788
Moderate Income (81-120%)	2,659	79	2,580
Above Moderate Income (120+%)	1,600	0	1,600
Total	7,143	1,410	5,633

Source: See Table 11- 3 for program objectives detail.

New construction objectives are shown below in Table 11-2 for the City of Sacramento. These numbers are projections based on previous housing activity, anticipated construction activity, funding availability and the housing programs included in Chapter 10.

TABLE 11-2
REVISED NEW CONSTRUCTION OBJECTIVES FOR THE 1/99 to 7/02 PERIOD

Income Level	Remaining Units Needed	Revised 3.5 Year Production Goal
Very Low	1,707 units	665 units
Low	1,861 units	788 units
Moderate	0 units	2,580 units
Above Mod	4,135 units	1,600 units
Total	7,703 units	5,633 units

Table 11-3: Housing Program Objectives was compiled by SHRA, in cooperation with the City Planning Division. The objectives represent the maximum number of units expected to be developed for different income groups based on the City's housing priorities, aggressive housing policies and programs and reasonable estimates of the amount of funding available for housing activity from state, federal and local funding sources. The City's primary affordable housing goals,

articulated in the development and approval of the use of public subsidies for housing, may be summarized as follows:

- Increase home ownership for low-income people to help stabilize neighborhoods and increase investment in rehabilitating deteriorated single family housing. Funded programs to meet this goal include downpayment assistance and mortgage credit certificates, the Boarded/Vacant Program, the Freddie Mac Alliance Agreement (employer-assisted housing, CHFA's mortgage insurance, etc.), various paint programs, rehabilitation loans and grants, a variety of infill housing incentives (gap financing), and self-help housing. The households most likely to be served by subsidized home ownership programs are low-income (50 to 80 percent of area median income).

- Stimulate the acquisition and rehabilitation of problem multifamily properties and institute better management practices through financing requirements and monitoring. This goal has high priority in older, lower income neighborhoods. Activities that meet this goal include gap financing, issuance of mortgage revenue bonds with tax credits, and joint efforts with local nonprofit housing corporations to acquire bank-foreclosed properties for demolition and reconstruction. The most significant recent activity under this goal has been the housing authority's aggressive pursuit of HUD-foreclosed units in Franklin Villa for rehabilitation and property management, a $1million commitment. Acquisition and rehabilitation programs for both ownership and rental housing predominantly serve very low-income households (under 50 percent of area median income).

- Support mixed-income development to revitalize lower income neighborhoods. In new growth areas, this goal seeks to create housing affordable to low-income people to increase economic diversity and to expand housing near job centers. In downtown Sacramento, this goal has major importance in sustaining the retail, commercial, and civic life of the central city. Mixed-income housing as an element of downtown Sacramento revitalization serves primarily moderate-income households (80 to 120 percent of area median income). In new growth areas, mixed income housing is most likely to be financed with Low Income Housing Tax Credits, thereby assisting both very low and low-income people. Depending on the state's regulations, households earning 35 percent of median income may be reached through these developments.

- Provide and preserve decent and safe housing for all income groups. Redevelopment tax increment, HOME and CDBG funds all support various housing alternatives for homeless persons and those in transitional housing, including alcohol and drug recovery programs. In addition, redevelopment and CDBG funds subsidize the acquisition and rehabilitation of units owned by the City's housing authority in order to construct and maintain them to a high community standard. (Particularly with regard to homeless programs, the number of persons assisted is estimated on the chart on Housing Program Objectives, rather than the units produced.) SHRA's aggressive pursuit of Section 8 certificates for welfare-to-work households as well as the general population has increased tenant-based assistance nearly 25 percent countywide over the last five years. Persons receiving homeless assistance generally have incomes less than 30 percent of median; public housing residents overall have less than 40 percent median income.

These goals, and the programs that implement them, are reflected in the 1997-2002 Consolidated Plan's Annual Action Plan for 2000. The estimates of funding and production or assistance were

based on the best information available on federal government housing funds and local redevelopment revenues at the end of 1999.

Additional implementation detail for the City's various affordable housing programs is shown in the following chart. The Implementation Program chart (Table 11-5) identifies the status of the programs (which correspond to the housing policies described in Section 10), the agency responsible for program implementation, time frame, and quantified objectives. Not all listed programs contain quantified objectives; some programs are instrumental in supporting housing production and maintenance but do not result in quantifiable housing units.

TABLE 11-3
CATEGORIZATION BY INCOME GROUP OF HOUSING PROGRAM OBJECTIVES: JANUARY 1999 - JULY 2002

HOUSING PROGRAMS	Very Low	Low	Moderate	Above Mod	Total	
New Construction						
Public housing	0					
Ownership Housing - Self Help, Subsidized		19			19	Rio Linda Blvd, Surreal Estates
Ownership Housing - Subsidized Infill Development		144	260		404	Del Paso Nuevo; 4&T,6&S,10&T,13&F,Cap Park, C warehouse
Ownership Housing - Market Rate			1500	1500	3000	Assumes 1000 units per year minus infill/inclusionary units
Multifamily Housing - Subsidized Rental	465	275	220		960	21st & L, Fremont, 18th&L, 24/Mview, MRB-Natomas
Mixed Income Housing	200	100			300	15% mixed income policy
Multifamily Housing - Market Rate, Unsubsidized		350	600	100	1050	Assumes 300 units per year
Subtotal	665	788	2580	1600	5633	
Rehabilitation						
Public Housing Acquisition/Rehabilitation	120				120	Franklin Villa HOME
Multifamily Acquisition/Rehabilitation	600	115	74		789	HOME, RDA, HTF, MRB
Residential Hotel Rehabilitation	80				80	Ridgeway, YWCA
Homeowner Rehabilitation (Loans)	65	25	5		95	CDBG, RDA
Homeowner Emergency Repair (Grants)	240				240	CDBG
Mobile Home Rehabilitation	15				15	CDBG(part of homeowner rehab)
Boarded/Vacant Homeownership Program		71			71	RDA, HOME
Subtotal	1120	211	79		1410	
Conservation/Preservation (Other Rehabilitation)						
Fainted Ladies (Historic Acquisition/Rehab)		20	20		40	Downtown TI, Multifamily acq/rehab
Weatherization	50	50			100	State OEO
HUD Section 8 Opt-Outs	200				200	MRB Acquisition
Homeowner Repair and Paint Volunteer Programs	1130	50			1180	CDBG
Subtotal	1380	120	20		1520	
Homeownership Purchase Programs						
Mortgage Credit Certificates	18	137	41		196	State Private Activity Bond Allocation
Downpayment Assistance	20	745			765	HOME
Subtotal	38	882	41		961	

Table 11-3 continued

Tenant Assistance						
New Section 8 Certificates/Vouchers	100				100	HUD
Homeless/Special Needs						
Homeless Assistance	1800				1800	RDA, CDBG
Public Housing Assistance	600				600	RDA,
Subtotal	2390				2390	
TOTAL	5703	2001	2720	1600	12024	

Footnotes

CDBG - Community Development Block Grants
HOME - Home Investment partnership Program
HTF - Housing Trust Funds
HUD - U. S. Department of Housing and urban Development
MRB - Mortgage revenue bonds
RDA - redevelopment area tax increment funds

1. HOME, RDA, HTF
2. el Paso Nuevo, 4 & T; 6 & S; 10 & T, 13 & F, Capitol Park Townhomes, CADA Warehouse
3. Assumes approximately 1000 single family units per year with 50% affordable to moderate income and 50% affordable to above moderate income households.
4. HOME, RDA, HTF, and Low Income Housing Tax Credits
5. Assumes new multifamily development at approximately 400 per year with 45% affordable to low-income and 55% affordable to moderate income households.
6. Franklin Villa funded by HOME
7. HOME, RDA, HTF, and MRB
8. HOME
9. CDBG, RDA
10. CDBG
11. CDBG (part of homeowner rehabilitation)
12. RDA, HOME
13. RDA
14. State Office of Economic Opportunity
15. MRB and Low Income Housing Tax Credits
16. CDBG
17. MRB (Converted to certificates)
18. HOME
19. HUD
20. RDA, CDBG
21. RDA

Table 11-4
ESTIMATES OF SOURCES AND USES OF CITY OF SACRAMENTO HOUSING FUNDS ADMINISTERED BY THE SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY
January 1, 1999 - December 31, 2002

Sources and Uses		Estimated Funds by use	Units/Households by Percent Area Median Income				Total Assiste
			<30%	30 - 50%	50 - 80%	80 - 120%	
Redevelopment Housing Setaside (1)							
Homeless/Special Needs (2)		4,125,000	1,000				1,0
Public Housing Assistance		2,100,000	400	200			6
New Construction		5,980,000		20	33	260	3
Substantial Rehabilitation		4,292,600		93	44	89	2
Boarded/Vacant Program		555,000			41		
Single Family Rehabilitation		112,000		5	5		
		17,164,600					
HOME							
Homeless/Special Needs		600,000	60				
New Construction		1,500,000		144	30		1
Substantial Rehabilitation		3,900,000		300	36		3
Home Ownership							
Down Payment Assistance		2,700,000		20	745		
Boarded/Vacant Program (3)		300,000			30		
		9,000,000					
Community Development Block Grant							
Homeless/Special Needs (4)		2,700,000	800				8
New Construction							
Substantial Rehabilitation							
Owner-Occupied Rehabilitation							
Emergency Repair		375,000	75	165	-		2
Single Family Rehabilitation Loans		1,500,000	15	65	20		1
Paint Programs		675,000	30	258	50		3
Volunteer Repair Programs		102,000	400	450			8
Del Paso Nuevo - New Town		1,464,000			75	55	1
		6,816,000					
Housing Trust Funds - City							
New Construction - Units Assume Use of		2,000,000		150	70		2
Tax Credit and/or Mortgage Revenue Bonds							
Substantial Rehabilitation - Units Assume		700,000		65			6
Tax Credit and/or Mortgage Revenue Bonds							
		2,700,000					
Housing Trust Funds - North Natomas							
New Construction		400,000			11	5	
Substantial Rehabilitation		200,000			5	5	
		600,000					

TABLE 11-4 Continued

rtgage Credit Certificates	Not applicable		18	137	41	19
rtgage Revenue Bonds (New and Rehab)	15,750,000		125	100		22
(Not Using Local Financing)						
ity Capital Contributions (non-Setaside)	2,000,000			160	100	26
ection 8 New Certificates		40	60			10
TOTAL	54,030,600	2,820	2,118	1,612	555	7,10

lotes:

. Redevelopment Housing Setaside funds include 1998 and 1999 tax allocation bond proceeds as well as annual tax increments.
. Estimates based on $1.4 million in 1999 funds allocated to alcohol recovery programs, transitional housing, homeless program administrat
. Boarded/vacant program may also be considered substantial rehabilitation of single family housing.
. Estimates based on $900,000 in 1999 funds allocated to emergency shelters, alcohol recovery, SRO supportive services, and HOPW

11.2 IMPLEMENTATION SUMMARY

The policies and programs included in Chapter 10 were developed by a multi-agency team to reflect realistic but aggressive program efforts. The team included persons from many disciplines of the Planning Department and the Sacramento Housing and Redevelopment Agency. The programs are designed to meet or exceed the stated goals. For many programs however, a distinction must be made between efforts to fund a project (funding obligation or contract) and actual availability of the unit for occupancy following construction. Program performance is estimated based on historic funding and permitting activities. Actual build-out and occupancy of these units may occur on a slightly different time frame. Table 11-5, summarizes the overall implementation program to achieve the housing goals set forth by the City.

Section 4

Commerce and Industry Land Use Element

COMMERCE AND INDUSTRY LAND USE ELEMENT
SECTION FOUR CONTENTS

CONTENTS **PAGE**

List of Tables

Table **Page**

List of Maps

Maps **Page**

List of Figures

COMMERCE AND INDUSTRY LAND USE ELEMENT

INTRODUCTION

This Element of the 1986-2006 Sacramento General Plan discusses commercial and industrial land uses. Other land use element sections in this Plan discuss residential land use and public facility and service land use.

The Commerce and Industry Land Use Element addresses a broad range of economic activities, facilities, and support systems that constitute Sacramento's economic base. This Element presents Sacramento's program for fostering economic development and ensuring the continued vitality of the City's commercial and industrial districts. The City's land use and economic growth, employment, and commercial real estate market. Sacramento's role as a regional employment, trade, service, and governmental center is recognized and reinforced by the General Plan's goals, policies, and actions.

OVERALL GOALS

The overall goals of the Commerce and Industry Land Use Element are as follows:

Goal A

Maintain and enhance downtown's role as regional office, retail, and employment center, with special emphasis given to promoting visitor service and cultural/entertainment uses.

Goal B

Promote the re-use and revitalization of existing developed areas, with special emphasis on commercial and industrial districts.

Goal C

Promote new employment opportunities, particularly for the under-employed and economically disadvantaged.

Goal D

Promote economic vitality and diversification of the local economy.

EXISTING CONDITIONS

Sacramento serves as the employment, trade, service, and governmental center for the four-County region. As such, the City provides jobs and services for residents of neighboring communities. The City's non-residential uses, particularly in the Central City, are among the most intensely developed in the metropolitan area. Tables 1 and 2 provide the City's developed and vacant acreage figures, by community area, for each employment generating land use. The City's major commercial, office and industrial districts are illustrated on Maps 1,2 and 3. Available commercial and industrial lands account for 34.3% of the City's vacant land.

Nearly 30 percent of the City's inventory of developed commercial and office lands are found in the Central City. Although the Arden-Arcade community area has more land developed as regional commercial/office, the Central City's higher building densities result in greater developed square footage. Citywide there are 3,213 acres if developed commercial and office land, representing 16.3 million square feet of commercial space, 18.9 million square feet of office space, and employing 118,700 workers.

Vacant commercial, office, and mixed use (Employment Center) lands are generally located in the City's growth communities of South Natomas, South Sacramento, and North Natomas. Together, these three communities account for 77 percent (2,400 acres) of the City's currently vacant 3,120 acres of commercial , office, and mixed use land as shown on Table 2. Citywide, this vacant land has a development potential of 5.5 million square feet of commercial space, 9.7 million square feet of office space, 17.5 million square feet of mixed use, for a total of 122,900 employees.

For heavy commercial/industrial uses, approximately 84 percent (2,764 acres) of the City's developed industrial acreage is found in just five community areas: East Broadway, Central City, North Natomas, North Sacramento and South Sacramento. The City's current inventory of heavy commercial, warehousing, and industrial development is approximately 40.6 million square feet, employing some 76,200 workers.

These same five communities also account for 90 percent (3,450 acres) of all currently vacant industrial land within the City. North Sacramento dominates this category with nearly 1,170 acres designated for future industrial development. Citywide the vacant 3,860acres of industrial land has a buildout potential of 42.9 million square feet, employing 99,700 workers.

Examples of various commercial, office, and industrial developments located within the City are shown in Figure 1.

CENTRAL CITY BUILDOUT POTENTIAL

The buildout projections presented in Section 1, table 7 provide only potential square footage resulting from development of existing vacant lands. They do not take into account buildout from reuse and redevelopment opportunities. These projections may significantly underestimate the ultimate buildout of commercial and office space in the Central City. Outside the Central City, however, projections based on vacant land capacities provide an accurate measurement of future Citywide buildout.

According to the 1985 Vacant Land Study, the Central City had less than 10 acres of available commercial and office land. An additional 100,000 square feet and 4,700 employees could be realized if this land is developed at current standards. Reuse and redevelopment potential are not represented in this land use study.

For General Plan purposes, seven future high growth areas have been identified in the Central City: CBD, Midtown, 12-16th Street Corridor, R Street Corridor, Business 80 Corridor, Broadway and Southern Pacific Railyards/Richards Boulevard area. Reuse and redevelopment in these areas could total an additional 1.7 million square feet of commercial space, 22.5 million square feet of office space, and 2.1 million square feet of employee intensive uses. Together, this represents a potential for an additional 111,000 jobs over existing land uses (Table 1a, Sec. 1-14a). Redevelopment of the Southern Pacific Railyards/Richards Boulevard planning area, alone will provide an additional 255 acres of available commercial and office land; accounting for 16 million

square feet of office, 1 million square feet of commercial and 76,000 employees under the proposed land use plan. The 1985 Vacant Land Study identified less than 8,000 new jobs for the Central City.

Since the 1985 land use survey, over three million square feet of office space and 130,000 square feet of retail space has been built or is under construction in the Central City. This development accounts for an additional 17,000 jobs. Central City employment could possibly total 130,000 (66,000 jobs in 1985) with the buildout of vacant lands and the reuse of presently developed properties.

It is not certain, however, what changes in the character of the Central City would be caused by this magnitude of development; and whether development of this extent would be consistent with applicable General Plan and community plan policies.

A monitoring program and environmental reviews would allow the City to determine the potential impacts and appropriate future policies for the Central City.

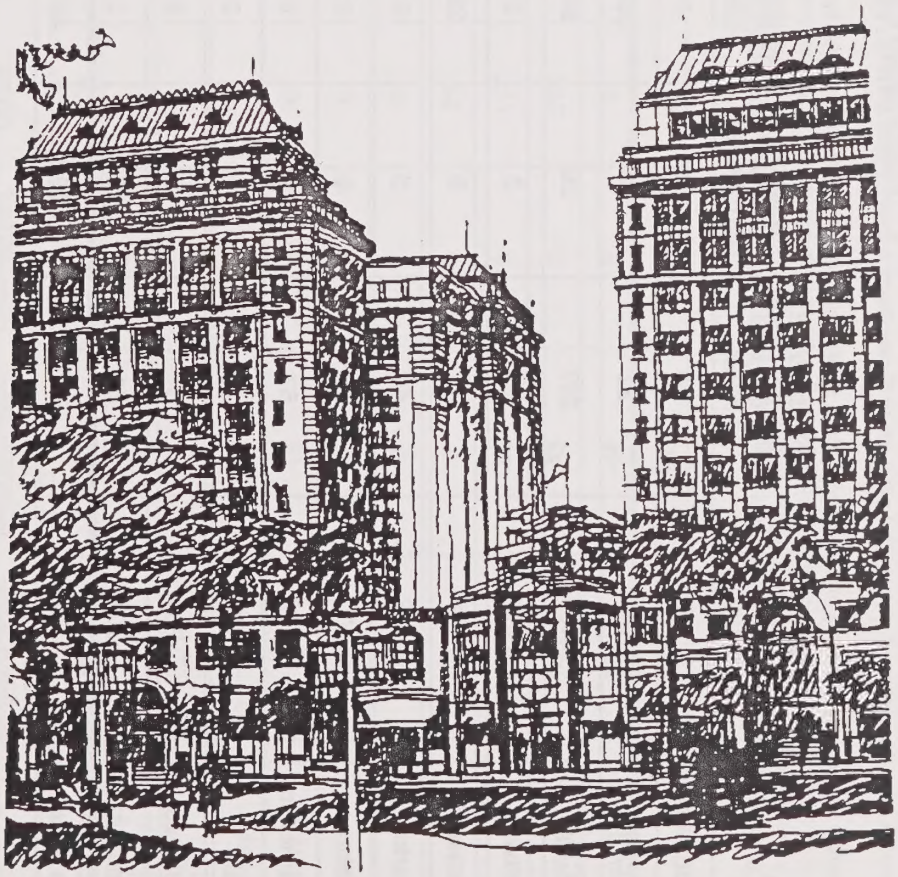


Table 1
Existing Developed (1985) Gross Acres

Community Plan Area	Employment Generating Uses							
	Community/ Neighborhood Commercial	Community/ Neighborhood Office	Regional Commercial	Regional Office	Public Office	Heavy Commercial Warehouse	Industrial	Industrial Employee Intensive
Airport Meadowview	95	24	0	0	18	0	22	0
Arden-Arcade	86	22	172	308	3	179	0	0
Central City	400	267	20	94	103	552	0	0
East Broadway	219	55	0	0	37	647	664	0
East Sacramento	180	45	0	26	0	162	25	0
Land Park	178	44	0	0	33	146	0	0
North Natomas	0	0	0	0	0	0	179	0
North Sacramento	228	57	0	0	13	310	10	25
Pocket	83	21	0	0	0	0	0	0
South Natomas	204	51	0	0	0	377	0	0
South Sacramento	204	51	0	0	0	377	0	0
Study Area Total	1,746	603	192	466	206	2,373	900	25

Assumptions: Data for areas with office/industrial mix land use designation have been allocated to Regional Office and Industrial Employee Intensive designations.

Sources: City Land Use Inventory 1985 and City Planning Division staff (pers. comm.)

Note: Data for South Natomas and North Natomas include some county areas. Data for all other community plan areas include only city areas.

Values less than 0.5 are shown as 0 due to rounding. Sum of values may not equal total shown due to rounding.

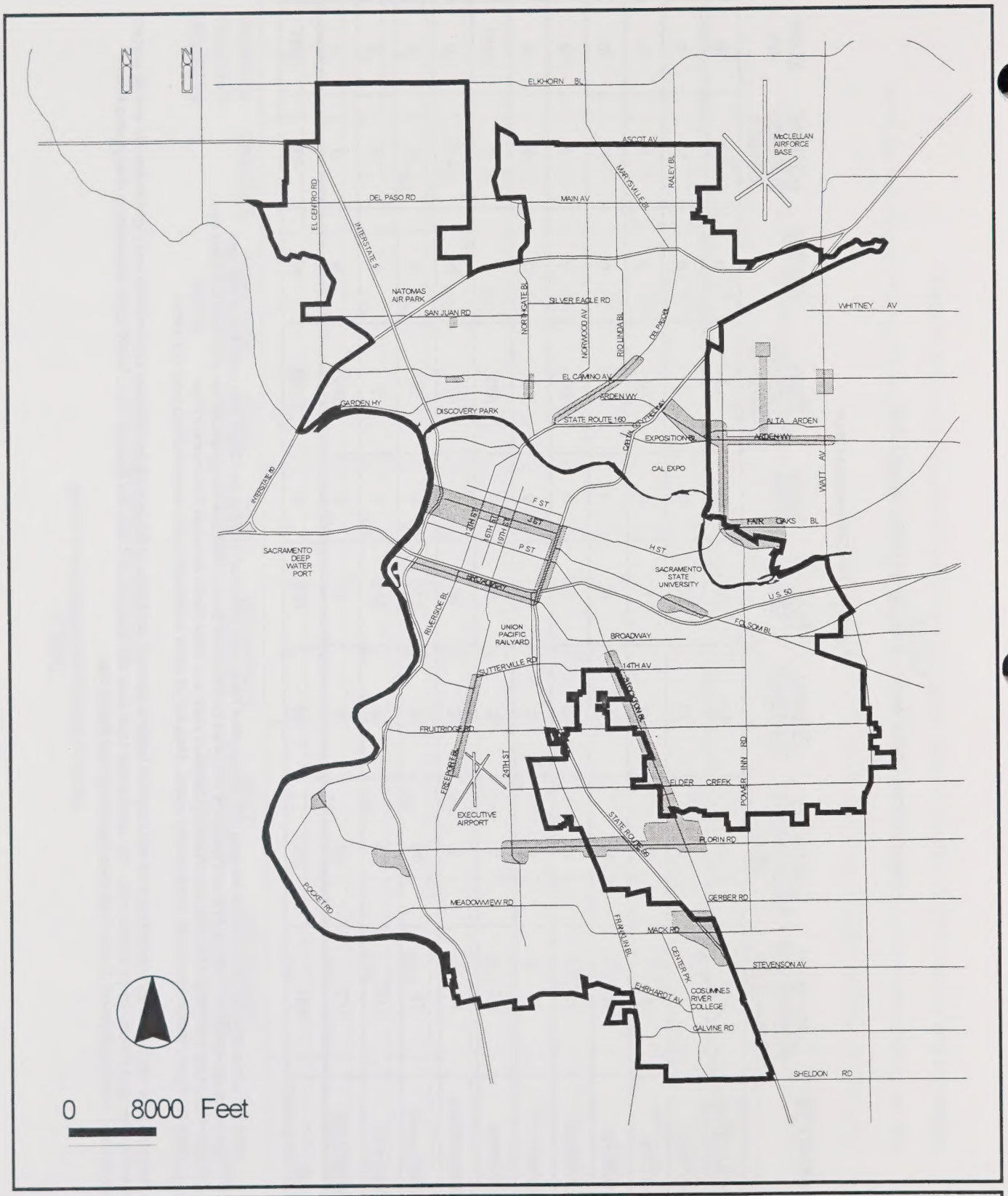
Table 2
Approximate Gross Acres of Existing (1985) Vacant Land

Community Plan Area	Employment Generating Uses								
	Community/ Neighborhood Commercial	Community/ Neighborhood Office	Regional Commercial	Regional Office	Public Office	Heavy Commercial Warehouse	Industrial	Industrial Employee Intensive	Mixed Use
Airport Meadowview	46	11	35	179	0	13	0	245	0
Arden-Arcade	1	0	11	30	0	0	0	15	0
Central City	5	1	0	1	0	86	0	0	0
East Broadway	18	89	0	0	0	646	0	90	0
East Sacramento	22	15	0	0	0	80	0	9	0
Land Park	0	0	0	0	0	10	0	0	0
North Natomas	252	0	0	0	0	595	0	0	1,441
North Sacramento	19	5	0	51	0	871	97	202	0
Pocket	10	49	0	117	0	0	0	0	0
South Natomas	143	33	0	318	0	0	0	36	0
South Sacramento	177	44	0	0	0	867	0	0	0
Total	693	247	46	694	0	3,168	97	597	1441

Assumptions: Data for areas with office/industrial six land use designation have been allocated to Regional Office and Industrial Employee Intensive designations, except in North Natomas where all Employment Center land use designations are allocated to mixed use.
Sources: City Land Use Inventory 1985 and City Planning Division staff, and 1994 North Natomas Community Plan.
Note: Data for South Natomas include some county areas. Data for all other community plan areas include only city areas.

Data for North Natomas was calculated by converting from net to gross using a gross to net factor of 85 percent for Highway Commercial and Light Industrial and 88 percent for other commercial uses and Employment Center uses. All commercial land uses are designated CNCC for General Plan, NNCP Light Industrial is designated Heavy Commercial Warehouse, and Employment Center land uses are designated Mixed Use.

Map 1



EXISTING MAJOR COMMERCIAL DISTRICTS
1986

Planning and Building Department
City of Sacramento
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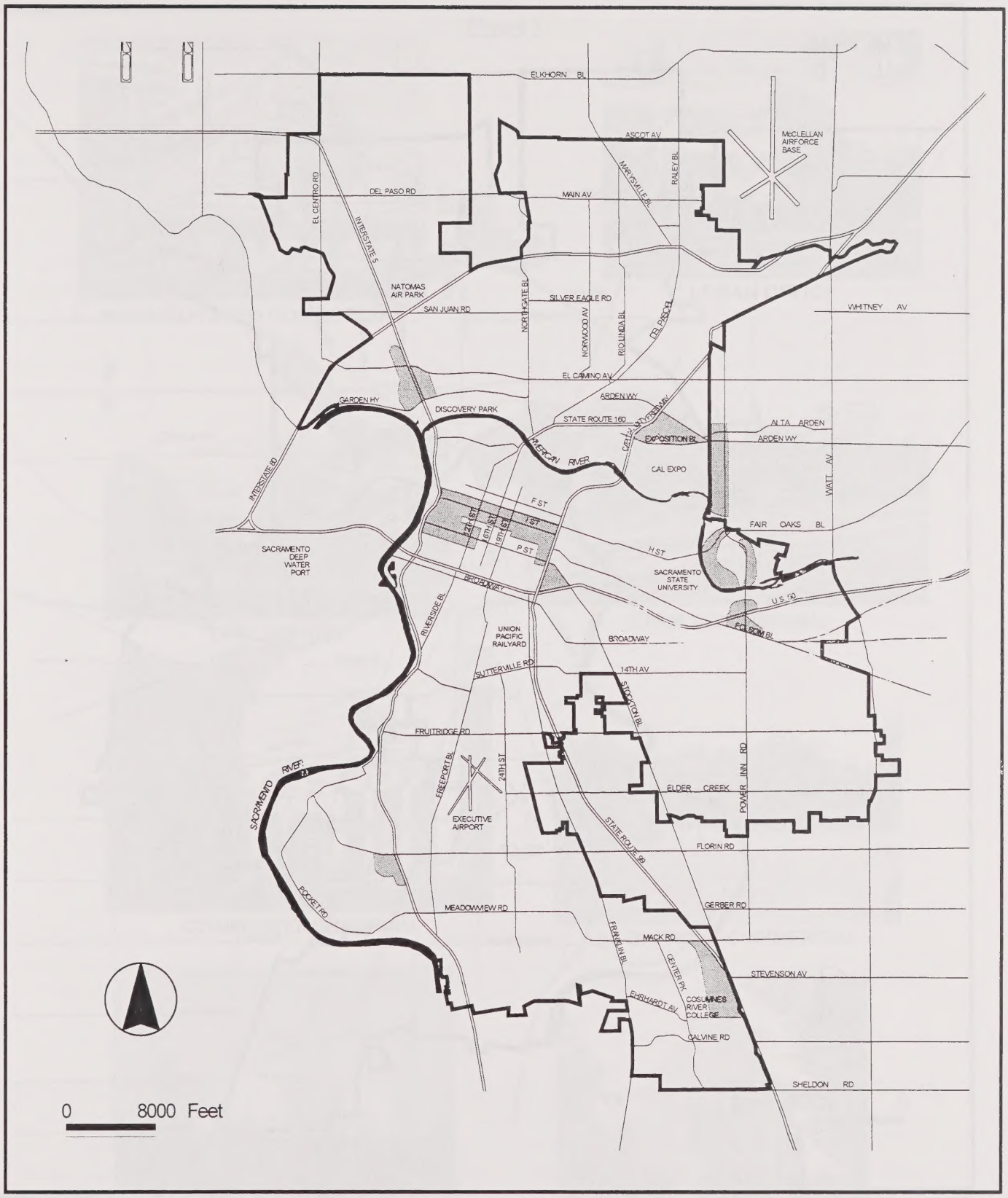
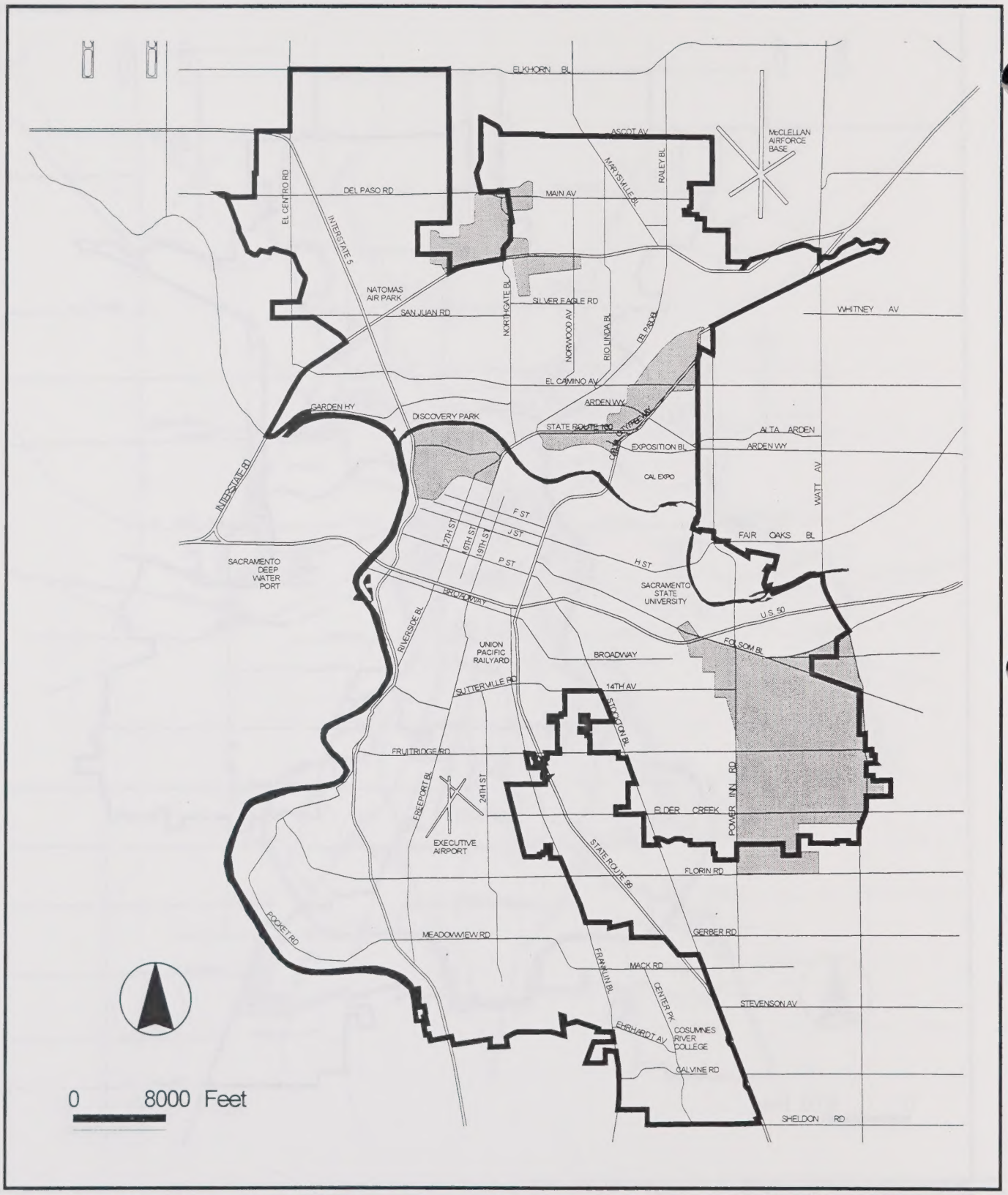
GENERAL PLAN
update 1986-2006

Map 2



EXISTING MAJOR OFFICE CONCENTRATIONS
1986

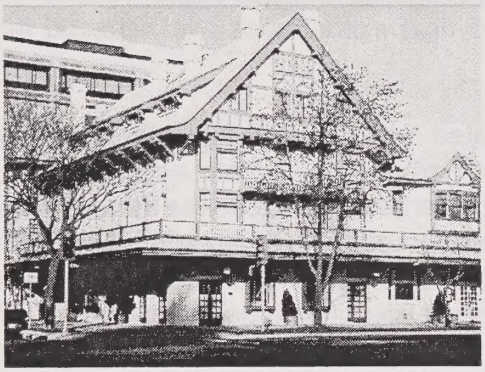
Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006



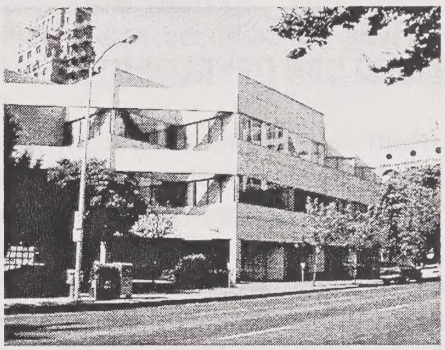
EXISTING MAJOR INDUSTRIAL AREAS
1986

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

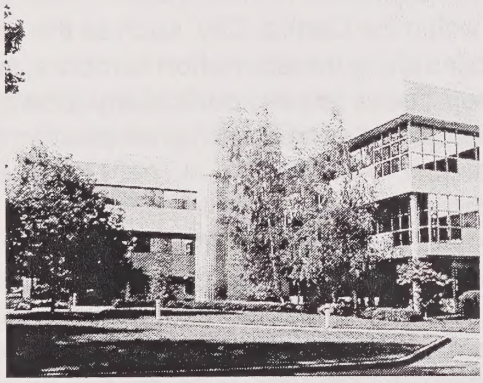
Figure 1



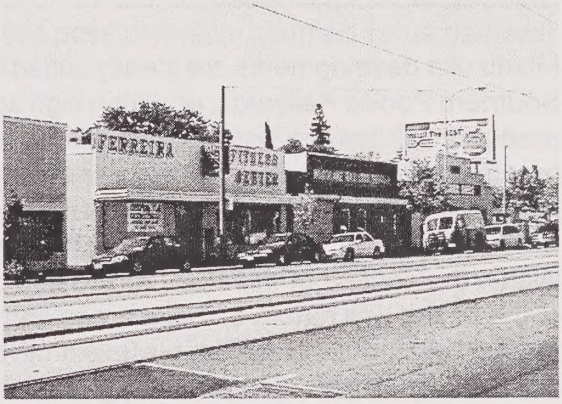
REHABILITATED COMMERCIAL



URBAN OFFICE



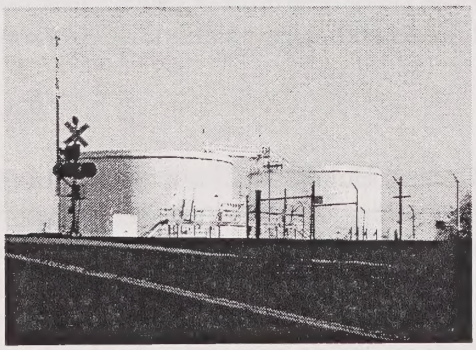
OFFICE PARK



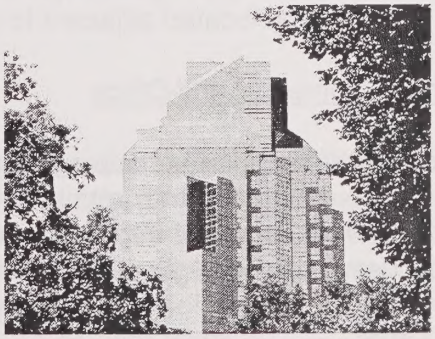
STRIP COMMERCIAL

COMMUNITY SHOPPING

RIVERFRONT COMMERCIAL



HEAVY INDUSTRIAL



COMMERCIAL/OFFICE

VARIOUS COMMERCIAL, OFFICE AND INDUSTRIAL DEVELOPMENTS WITHIN THE CITY

PLANNED COMMERCE AND INDUSTRY DEVELOPMENT

MIXED USE DEVELOPMENT

Urban development is becoming increasingly integrated and complex through the use of mixed use development projects and areas. These projects typically incorporate a mix of office, limited retail, and higher density residential uses. In some larger, more intense development, light manufacturing and research oriented activities may be appropriate. These projects bring an "urban scale" the otherwise low density character of suburban living. New levels of activity are generated by these mixed use "employment centers". They become identifiable activity nodes, the focus of the community. When developed adjacent to or in conjunction with public transit facilities, a built-in ridership base is provided.

Mixed use developments are ideally suited for land within the Central City, such as the reuse of the Southern Pacific Railyards, or within high activity nodes along transportation corridors, such as are proposed at light rail stations in North Natomas. These areas, particularly Downtown, are recognized as serving a multitude of community needs including housing, employment, cultural, historical, commercial recreation, and open space.

Within the context of this Plan, mixed use development is intended to affirm the positive aspects of the mixed use nature of these areas and to provide for the continued expansion of commercial, certain light industrial, office, professional, cultural, residential, and recreational uses within these high activity nodes. Because of the purposeful mixing of land uses, great care must be taken to assure the compatibility of adjacent uses and all uses within the development project.

COMMERCE AND INDUSTRY LAND USE DESIGNATIONS

The following briefly describes the overall intent of each of the various commerce and industry land use designations depicted on the land use map. No attempt is made to list all possible uses which would be allowed in each area. The Plan's Implementation Section presents land use-zoning consistency and other implementing tools designed to carry out the intent of the land use plan. Commerce and Industry land use designations are as follows:

Commerce/Neighborhood Commercial and Office

Includes shopping centers (less than 200,000 square feet) , commercial strips, and smaller office developments which offer goods and services for the daily needs of adjacent residential areas. These uses maybe located adjacent to residential areas without significant adverse impacts.

Regional Commercial and Office

Includes larger (regional) shopping centers, the Central Business District, and suburban office parks. A grouping of smaller retail centers or office buildings, or a single facility with a regional trade area would also fall into this category. The Central Business District is included in this category because of its regional function as an employment, retail trade, service, and office center.

Public Office

Includes land developed with office uses that are owned and occupied by the various agencies of local, State and federal governments. Such uses would include the City Hall, County

Administration Building, State Capitol, and other government office buildings. This category is useful because of Sacramento's high concentration of office space occupied by government agencies.

Heavy Commercial/Warehouse

Includes lands developed with heavy commercial (printing, bakeries, laundries etc.) , warehousing/distribution, and some light manufacturing activities. Office uses are allowed up to 25 percent of gross floor area, but are typically developed at 10 percent. Office uses of greater than 25 percent require a Special Permit and may be considered on a case-by-case basis. Activities in this category would be operational impacts (truck traffic, noise, hours of operation) that would not be desirable adjacent to retail, commercial or residential uses. These uses would most likely locate in close proximity to transportation facilities possibly within planned industrial/business parks.

The Light Industrial development anticipated in North Natomas would be compatible with both the Heavy Commercial/Warehouse and Industrial Manufacturing designations (Community Plan/General Plan Land Use Matrix, Section 9 Page 8) for the purposes of the Land Use Inventory (Tables 1 and 2) Light Industrial acreage has been classified as Industrial.

Industrial Manufacturing

Includes lands designated for most industrial manufacturing processes and activities. Office uses are limited to 25 percent of gross floor area without a Special Permit. This would be a "general industrial" designation that could be applied to most industrial activities that are not warehouse/distribution or employee intensive uses. Types of manufacturing which could be allowed are not regulated by the specific naming of acceptable or unacceptable use, but instead are limited only as far as they do or do not meet specific performance standards.

Industrial-Employee Intensive

Includes lands designated on community plans as Labor Intensive, High-Tech, and MRD (Manufacturing, Research and Development). Office uses up to 50 percent of electronics, research oriented uses, as well as limited non-industrial uses that have high employee intensities (30-45 employees/acre). The Community Plans permit a degree of flexibility in the General Plan standards depending upon specific conditions in the community. The Employee Intensive designation would be appropriate for high activity nodes along transportation corridors and for industrial land in North Natomas.

Mixed Use

Includes a mixture of office, commercial, open space and medium and high density residential uses. In some larger, more intense development, light manufacturing and research oriented activities may be appropriate. These uses are more ideally suited for land within the Central City, or adjacent to a high activity node along a light rail transit line or freeway corridor. The Southern Pacific Railyards site, within the Central City, and the Employment Center areas designated in North Natomas are examples of mixed use development.

Special Planning District

Includes areas where an orderly transition of land use is anticipated due to infrastructure, access, service or marketing changes. The Richards Boulevard Special Planning District, within the Central City, is one example of an area where new development opportunities will result from funded redevelopment activities and extension of transit service to the area.

DEVELOPMENT STANDARDS

State Planning Law (Government Code Section 65302a) mandates that the Land Use Element incorporate development standards for residential and non-residential land uses. Such standards may establish criteria for population, employment, and building intensities. The City Zoning and Subdivision Ordinances, along with Community Plan land use policies, implement these development standards.

Community Plan land use policies can refine the General Plan standards based on a community's development goals and needs. The standards offer flexibility as they can be modified to the conditions present in the community. For example, the Employee Intensive land use designation allows industrial (electronics and research oriented uses), as well as limited retail and office uses depending on location. Development standards are also flexible for downtown office projects, as they are reviewed on a special project basis.

MIXED USE DEVELOPMENT STANDARDS

Notwithstanding the land use designations shown on the General Plan map, any area designated for commercial, office, or industrial development mixed uses may be allowed in accordance with one or more the following requirements:

- The project is a Planned Unit Development that meets the requirements of Chapter 5, Section 4 of the City's Zoning Ordinance.
- The project is located in the Central City or is adjacent to a high activity node along a light rail transit or freeway corridor.
- The project is consistent with any applicable community plan.
- The project is developed in accordance with mixed use guidelines.

SPECIFIC GOALS, POLICIES, ACTIONS

DOWNTOWN SACRAMENTO

Goal A

Maintain and strengthen Downtown's role as a major regional office, retail, commercial, governmental, and cultural/entertainment center.

Downtown Sacramento is the urban core for a region of nearly 400 square miles and well over one million people. It is the regional office, retail, governmental and cultural center, employing over 66,800 workers mostly in government and service-related positions. Over 4.5 million square feet of retail space (approximately 28 percent of the City's total inventory), and over 10.3 million square feet (54 percent) of the City's office space is located in the Central City.

Downtown has another role besides that of a retail commercial and office district. It's where cultural/entertainment activities and events can be brought together to serve the entire community and its visitors. Downtown serves as more than just shopping, offices, and public buildings; it is an area that takes on a set of values that cannot be duplicated at suburban shopping malls or office parks. Through public and private efforts, Downtown should continue to provide opportunities for community-wide cultural and entertainment activities.

Downtown's continued vitality depends upon maintaining and strengthening land use relationships and activity levels. High levels of activity attract new development opportunities (retail, office, residential) which in turn promote additional demand for commercial services and cultural/entertainment activities. Public and private redevelopment efforts have made significant progress in arresting decay and revitalizing the Downtown. Continuing efforts will be needed to maintain and enhance Downtown's image and vitality.

Policy 1

Provide incentives for regional commercial and office development projects locating within the downtown area.

Action a): With Sacramento Housing and Redevelopment (SHRA), continue efforts to promote and develop major regional commercial and office projects in the Downtown area.

Policy 2

Actively support the development of cultural and entertainment facilities and events in the downtown area.

Policy 3

Actively support efforts to develop visitor and convention facilities in the downtown area.

Action a): With SHRA, continue efforts to develop and manage Old Sacramento and other related facilities as major tourist destinations.

Action b): Continue public funding and support of the Community Center and other Downtown convention facilities.

Policy 4

Implement the provisions of the Central Business District Urban Design Plan.

Action a): Update and amend affected plans and ordinances including the Central City Community Plan, Downtown Redevelopment Plan, and City Zoning Ordinances to reflect the Policy Guidelines of the Urban Design Plan.

Policy 5

Actively support efforts to develop child care facilities for downtown employees, shoppers, and visitors.

Goal B

Promote the successful development of mixed-use projects in the Central City.

The resurgence of downtown retail commercial uses is expected to continue, fostering further development opportunities. New downtown retail, projects are being incorporated into mixed use developments that integrate a variety of activities. Mixed use development is anticipated to become downtown's future growth stimulus. Single-use projects will become less desirable as activity levels increase and downtown property becomes more valuable. Four key components typically found in mixed use developments include: retail space, offices, hotels, and residential uses.

Three Central City areas offering unique mixed use development opportunities have been identified. Two are related to initial Light Rail Transit Corridors (12th through 16th Streets and R Street) that will become important entryways into downtown. Activity levels are projected to increase attracting new investment opportunities and stimulating mixed use commercial, office and residential development.

The third area, the Southern Pacific railroad yard, has the potential of becoming Sacramento's premier mixed-use development. With the adoption of the redevelopment plan for the Richards Boulevard Redevelopment Project, the city worked with Southern Pacific and Sacramento Housing and Redevelopment (SHRA) to plan for a vital and active mixed use district for the reuse and redevelopment of the Railyards and Richards Boulevard area. The Railyards Specific Plan and the Richards Boulevard Area Plan provide for the preservation of the Southern Pacific Depot and the historic core of the Central Shops complex for cultural and community-oriented uses that will heighten the historic significance of the site; create an intermodal transportation center which continues the area's historic transportation role and reinforces downtown as the principle transit hub for the region; provides a comprehensive system of open space which increases the amount of open space in the Central City and strengthens the relationship of Sacramento with the Sacramento and American Rivers; proposes approximately 6,600 residential units which enhances the role of downtown as a place to live and work; and, proposes 16 million square feet of office uses which reinforces the role of downtown as the region's primary employment center.

Policy 1

Actively support and encourage mixed use commercial, office, and residential development in identified areas of opportunity.

Action a): Work with SHRA and private developers to study and adopt a mixed-use concept plan for the Southern Pacific Railroad Yard, R Street Corridor, and 12th through 16th Street Corridor.

Goal C

Maintain and strengthen Downtown's role as a center for governmental office activity.

Sacramento's office market has traditionally been dominated by government office space needs, particularly the State agencies. The Central City office market is particularly influenced by government space needs. Nearly 40 percent (4.2 million square feet) of Central City office space is occupied by government agencies. The Sacramento Facilities Plan calls for the State to occupy an additional one-half million square feet of office space within the next ten years, most of which will be located in the Central City.

In addition to the State, City, County and Federal agencies occupy a significant portion of Downtown office space. These agencies, together with space occupied by government-related firms, constitute Downtown's major office space market. This market sector must be promoted and the demand satisfied in order to maintain the vitality of Downtown's office market.

Policy 1

Encourage continued construction and leasing of public office space in downtown Sacramento.

Action a): Work with public agencies to assess future office space needs, and impacts on Downtown office market.

Action b): Re-examine State interim office space needs in light of Sacramento's surplus inventory of commercial office space.

REGIONAL COMMERCIAL AND OFFICE AREAS

Goal A

Ensure that the City of Sacramento captures a Regional Central City's share of the regional office market.

Sacramento's office market is undergoing basic structural changes by becoming more diversified and less dependent upon government office space needs. The City is gradually assuming the characteristics of a Corporate Complex Center, as corporations begin locating major West Coast offices in the area. This demand for corporate office space is spurring development activity Downtown and in prime suburban locations. Secondary markets for office space are also being created by smaller service and professional firms.

The Sacramento Metropolitan office market is experiencing substantial development activity and is in a highly speculative phase. Recent construction activity has accounted for the area's office space inventory nearly doubling in the past four years. High activity areas in the City include Downtown (which continues to absorb about 30 percent of new office construction), Midtown, Point West-Howe Avenue Corridor, South Natomas and North Natomas. Prime suburban locations include the Highway 50 Corridor, Folsom, and Roseville. The City's developing regional office locations in North and South Natomas, and in the south area's Delta Shores are aimed at attracting corporate and research-oriented office users.

Policy 1

Assist public and private interests in developing strategies for attracting and retaining major office users inside the City of Sacramento.

Action a): Study and determine, from the City of Sacramento's perspective the City's share of the metropolitan office market.

Action b): Assist SACTO, Chamber of Commerce, and others in developing a strategy to promote and market the City as a regional office center.

Action c): Initiate and update annually an inventory of office lands in the City.

Goal B

Promote development of mixed-use regional commercial and office projects.

As Sacramento becomes more intensely developed, multi-use development will be actively sought. Mixed-use projects of a regional scale constitute major employment/activity centers. These activity nodes, whether master planned or individual projects, provide a mix of retail, office, public, and residential uses. Mixed use regional centers promote varied activities; extended hours of operation; weekend, and evening use of projects that would otherwise have limited activity periods. The multi-function developments are also a more efficient use of urban resources.

Regional office parks also have the opportunity to incorporate mixed uses (limited retail, light manufacturing, child care, and public amenities) and become major activity periods. The multi-function developments are also a more efficient use of urban resources. Ground floor retail and non-office uses are being promoted for major downtown office buildings. Some of these projects may also lend themselves to include residential uses, either within or adjacent to the development.

Policy 1

Strongly encourage new regional commercial and office centers to incorporate accessory uses as stated below.

Action a): Study and adopt development guidelines that establish incentives for inclusion of public amenities, transit amenities, child care facilities, and non-office ground floor retail uses in regional office and commercial developments.

NEIGHBORHOOD /COMMUNITY COMMERCIAL AND OFFICE AREAS

Goal A

Ensure that all areas of the City are adequately served by neighborhood/community shopping districts.

Neighborhood/community shopping districts serve a valuable role in meeting the daily commercial needs of City residents. As there are only two regional shopping centers in the City (Downtown Plaza and Arden Fair), maintaining the viability of local shopping districts is ever more important.

The ability of these districts, whether strip or center development, to attract continued investment and patronage is an important Citywide goal. Blighted conditions, high vacancies, and a lack of variety of goods and services discourages patronage and new businesses. The stability of the surrounding neighborhood is also a contributing factor in the success and vitality of a local shopping district.

Declining shopping districts require public and private assistance to prevent further decay and blight. City actions, whether direct assistance or permitting more flexible zoning regulations, should be implemented to encourage re-use and revitalization. The City has successfully revitalized selected commercial districts through the Community and Redevelopment Plan process.

Policy 1

Maintain and strengthen viable shopping districts throughout the City.

Action a): Special planning districts or other flexible interim zoning mechanisms can be applied to blighted or underutilized commercial districts, where unique problems can not be treated with existing regulatory measures.

Policy 2

Promote the rehabilitation and revitalization of existing commercial centers.

Action a): Code enforcement and improvement programs shall be focused in those areas where commercial land uses are suffering blight or underutilization.

Policy 3

Regulate shopping center proposals according to the criteria established in the City's adopted shopping center development standards.

Action a): Continue to utilize the City's Shopping Center Development Standards during project evaluation.

Policy 4

Strengthen viable strip commercial development and discourage existing marginal strips from being extended.

Action a): Identify declining commercial strips and initiate revitalization programs, or where appropriate recommend alternative land uses.

Action b): Work with developers and property owners to develop standards for new strip commercial development proposals along existing commercial strips.

Goal B

Promote mixed use development of neighborhood/community commercial districts through new construction and revitalization.

The continued viability of many of Sacramento's older commercial strips and centers depend upon re-use and revitalization. They are typically located in mature communities with little vacant land available for new commercial development. Incorporating non-retail uses (offices, child care, residential, and public facilities) within commercial districts promotes new investment opportunities.

Mixed use development generally allows a higher intensity of use than otherwise allowed through standard zoning restrictions or single-use projects. The benefits, however, far outweigh the potential impacts of the increased intensities. This mix of uses injects a renewed vitality into the area., attracting new investment and patronage. With continued re-investment, mixed use commercial districts become a community's focal point or activity center. Property adjacent to light rail transit lines and stations have perhaps the greatest opportunity for mixed uses and revitalization. These transit corridors (lower Del Paso Boulevard, 12th Street, R Street, etc.) have been identified for further study.

Policy 1

Allow mixed use development in accordance with the requirements set forth previously in this Section.

Action a): Work with public and private interests to study and adopt mixed use development guidelines.

Action b): Examine, in cooperation with Regional Transit, Light Rail Transit corridors for neighborhood/community mixed use development opportunities.

Policy 2

Promote the development of mixed use local commercial/office and high density residential projects.

Action a): Study the feasibility of allowing residential uses in conjunction with commercial centers and strip development.

HEAVY COMMERCIAL/WAREHOUSE INDUSTRIAL AREAS

Goal A

Maintain and strengthen Sacramento's role as a major West Coast warehousing/distribution center.

Sacramento is one of the leading warehousing/distribution centers in the western United States. The area's extensive transportation network (highway, rail, air, and shipping); central location in the west and inexpensive land and labor costs, all contribute to Sacramento's success as a major warehousing/distribution center. Maintaining these factors, as well as well providing adequate lands for future expansion, will ensure the continued vitality of this major industrial sector.

The heavy commercial/warehousing sector is the single most important component of Sacramento's industrial base; accounting for 72 percent of the City's developed industrial lands and employing 30 percent of its labor force. The largest concentrations of warehousing activities are

found in the Richards Boulevard area, the Florin-Perkins area, North Sacramento, and in Yolo County's West Sacramento. Buildout potential of the City's vacant heavy commercial/warehousing lands more than equals the existing developed square footage (31.4 versus 34.7 million), and employment (58,700 versus 72,300).

Policy 1

Provide adequate land for expansion of existing facilities and opportunities for new warehousing/distribution activities.

Action a): Conduct a study of warehousing/distribution firms to analyze industry needs, locations, land, transportation, and support services.

Action b): Conduct a study to determine if adequate land reserves exist for anticipated growth of local warehousing/distribution industry through the 20 year time frame of this plan.

Policy 2

Assist private interests to maintain and strenghthen the competitive advantages of Sacramento's warehousing/distribution industry.

Action a): Assess existing demand levels and capacities of urban services and transportation network utilized by warehousing/distribution firms.

Action b): Work with SACTO and Chamber of Commerce to develop and actively promote Sacramento as a leading warehousing/distribution center.

INDUSTRIAL/MANUFACTURING AREAS

Goal A

Continue to identify and attempt to minimize potential adverse impacts from increased industrial development.

Industrial development encompasses a wide variety of activities and manufacturing processes, many of which have potentially adverse impacts associated with them. Sacramento is fortunate in that its industrial base (of mostly light manufacturing and warehousing/distribution firms) does not have the serious environmental concerns associated with heavy "smoke-stack" industries. Some projected new projects in the local manufacturing and electronics industries many have potential impacts affecting air and water quality, noise, circulation, land use, and other areas of environmental concern.

Planned industrial/business parks have become the development standards for the City's light manufacturing and warehousing/distribution activities. A variety of business functions can now be performed at one facility rather than several different locations. The projects readily lend themselves to comprehensive planning of lot and circulation design, utilities, building intensity, off-site improvements, and environmental mitigations.

Policy 1

Allow industrial development only in those areas where potential impacts can be expanded to be minimized.

Action a): Industrial uses will be regulated using the Zoning Ordinance, General Plan and community plan goals, and the environmental review process.

Action b): Industrial uses, proposed near existing residential areas, must have an internal circulation system and other design amenities.

Action c): Work with the City's Toxic Substances Commission and other governmental agencies in developing a Toxic Substance Management Plan that would include restricting the use of a toxic/hazardous materials by industrial users when adjacent to residential areas, schools, or other sensitive areas.

Policy 2

Prohibit industrial uses within the American River Parkway. Also, prevent incompatible industrial development adjacent to the American and Sacramento River Parkways.

Action a): Continue to implement parkway corridor development restrictions which address suitable uses.

INDUSTRIAL EMPLOYEE INTENSIVE AREAS

Goal A

Promote the development of employee intensive uses in selected locations where such uses would encourage Light Rail Transit ridership, promote planned housing opportunities; and offer incentives for reuse.

The industrial employee intensive designation is considered a mixed-use category allowing limited retail, office, light manufacturing, and research oriented activities. It would be appropriate for industrial areas where high employee intensities are preferred (30-45 employees per acre). Appropriate locations include older warehousing districts experiencing conversion to office, limited retail and light manufacturing uses; research oriented business parks; and sites adjacent to public transit or convenient freeway access. Such locations include the following: Richards Boulevard, Highway 160 Corridor, Folsom Boulevard-Light Rail Transit Corridor, North Natomas, and Airport Meadowview's Delta Shores.

Employee intensive uses, mixed use developments, and higher density residential projects strongly support the General Plan's overall goals of revitalization, reuse, and a general increase in densities consistent with developing an urban character for the City. Another goal of mixed uses and Employee Intensive designation is encouraging public transit ridership and less dependency on single occupant auto trips.

Policy 1

Support employee intensive uses where appropriate along transportation corridors, adjacent to Light Rail stations, within selected mixed use areas, and where community plan and redevelopment goals would be implemented.

Action a): Identify and study areas of opportunity where employee intensive uses would be appropriate.

Action b): Vigorously administer Zoning Code provisions for uses within employee intensive districts.

ECONOMIC DEVELOPMENT AND EMPLOYMENT OPPORTUNITIES

Goal A

Expand local industrial base through diversification and increased manufacturing activities.

Diversification of the economy is an important factor in maintaining a community's economic vitality and overall quality of life. Sacramento's economy has long been dependent on three economic sectors: government, services, and trade. These three account for 78 percent of the region's total employment. Manufacturing activities employ less than ten percent of the regional labor force. Although the local economy is diversifying, manufacturing, and particularly the electronics industry, does not now constitute a major employment base.

Local government can have a positive influence on local economic growth and development. Such influence may include: issuing revenue bonds, public/private partnerships, land use policies, and capital improvements. Many localities are also actively promoting and recruiting new industry in order to secure a needed revenue and employment base. The retention and expansion of existing industries is equally important as new development in fostering job growth and economic stability.

Policy 1

Strongly encourage major employers to incorporate local hiring preferences.

Action a): The City shall study and consider adopting local hiring incentives for major industrial uses.

Policy 2

Provide public support to expand job placement and training services.

Action a): The Economic Development Coordinator's office will coordinate with SETA/PIC which contacts local employers to assess needed employee skill levels and to establish training and internship programs.

Policy 3

The City shall study methods for encouraging major employers to incorporate child care facilities and/or programs to help attract and maintain a productive work force.

Action a): The Child Care Coordinator's office will coordinate with the Office of Economic Development, Child Action, Inc., and local employers to assess employer/employee needs and to establish facilities and programs to meet those individual needs.

Policy 4

Consider giving assistance to industrial projects that promote employee training or are located in communities with high unemployment problems.

Action a): Study the feasibility of waiving City processing fees, fast-tracking project review procedures, or other such incentives for employer with employee training programs or that locate In high unemployment areas.

Section 5

Circulation Element

CIRCULATION ELEMENT
SECTION FIVE CONTENTS

CONTENTS **PAGE**

List of Maps

Map **Page**

List of Figures

CIRCULATION ELEMENT

INTRODUCTION

A Circulation Element is a required part of the General Plan (Government Code Section 65302 (b)). This element presents goals and policies that coordinate the transportation and circulation system with planned land uses; promote the efficient movement of people, goods, and services both within the city and in the region; use the existing system to its fullest extent; and plan for practices that maintain or improve environmental quality.

The Circulation Element must consider the "general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the general plan." (Government Code Section 65302(b))

The principal focus of this Element is on the surface transportation system: Freeways, streets and roads, transit, non-motorized travel, and programs and facilities to manage the use of the system, the element contains an overall strategy for coordination, system management, safety, economic development, and environmental objectives. This element also provides policies for those transportation modes that primarily serve as external connectors: Airports, railroads, and the deep water port. The strategy for each mode of travel is followed by goals and policies, with explanation.

OVERALL GOALS

The following goals are designed to meet the City's transportation needs:

Goal A

Create a safe, efficient surface transportation network for the movement of people and goods.

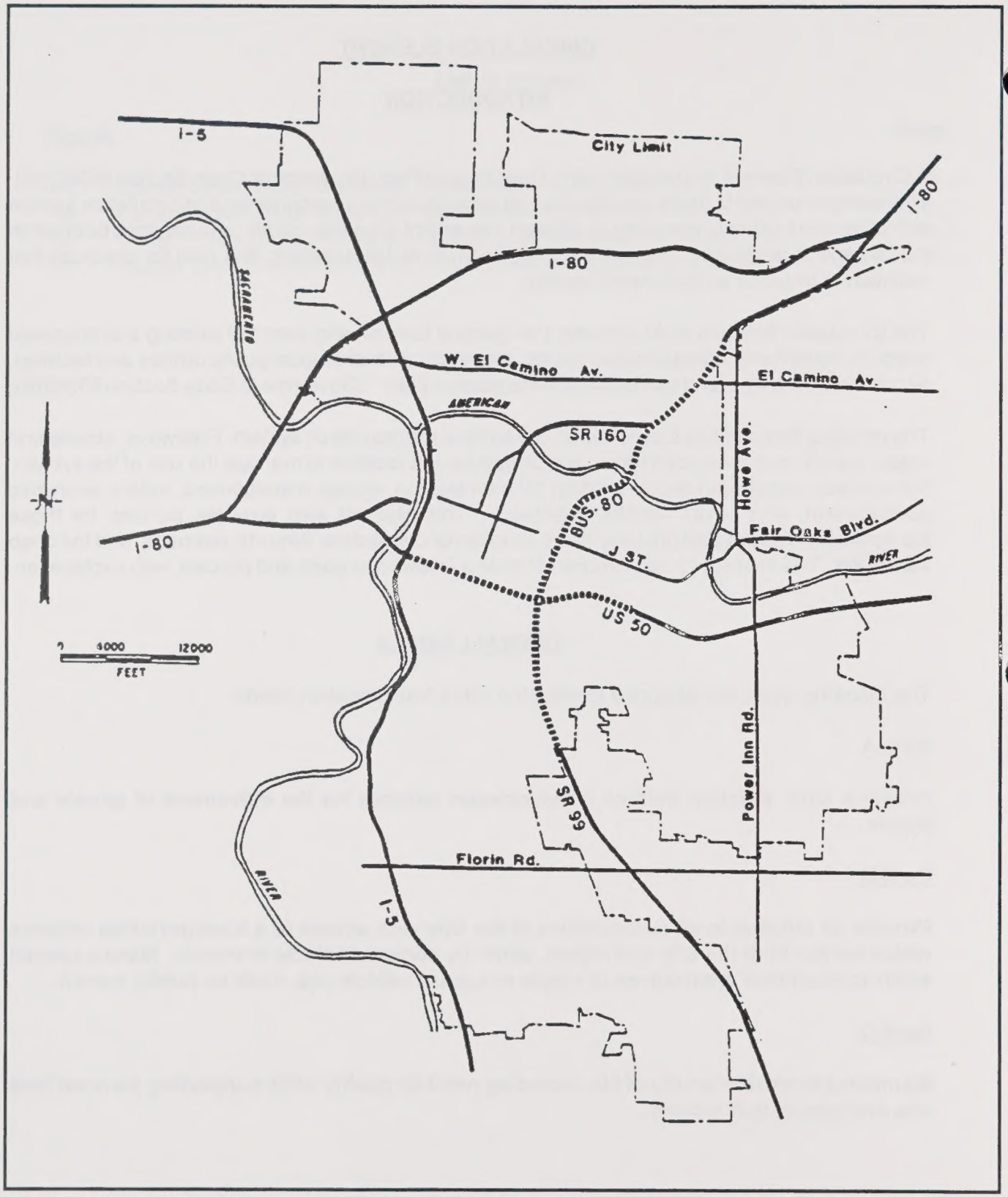
Goal B

Provide all citizens in all communities of the City with access to a transportation network which serves both the City and region, either by personal vehicle or transit. Make a special effort to maximize alternatives to single occupant vehicle use, such as public transit.

Goal C

Maintain a desirable quality of life, including good air quality while supporting planned land use and population growth.

Map 1

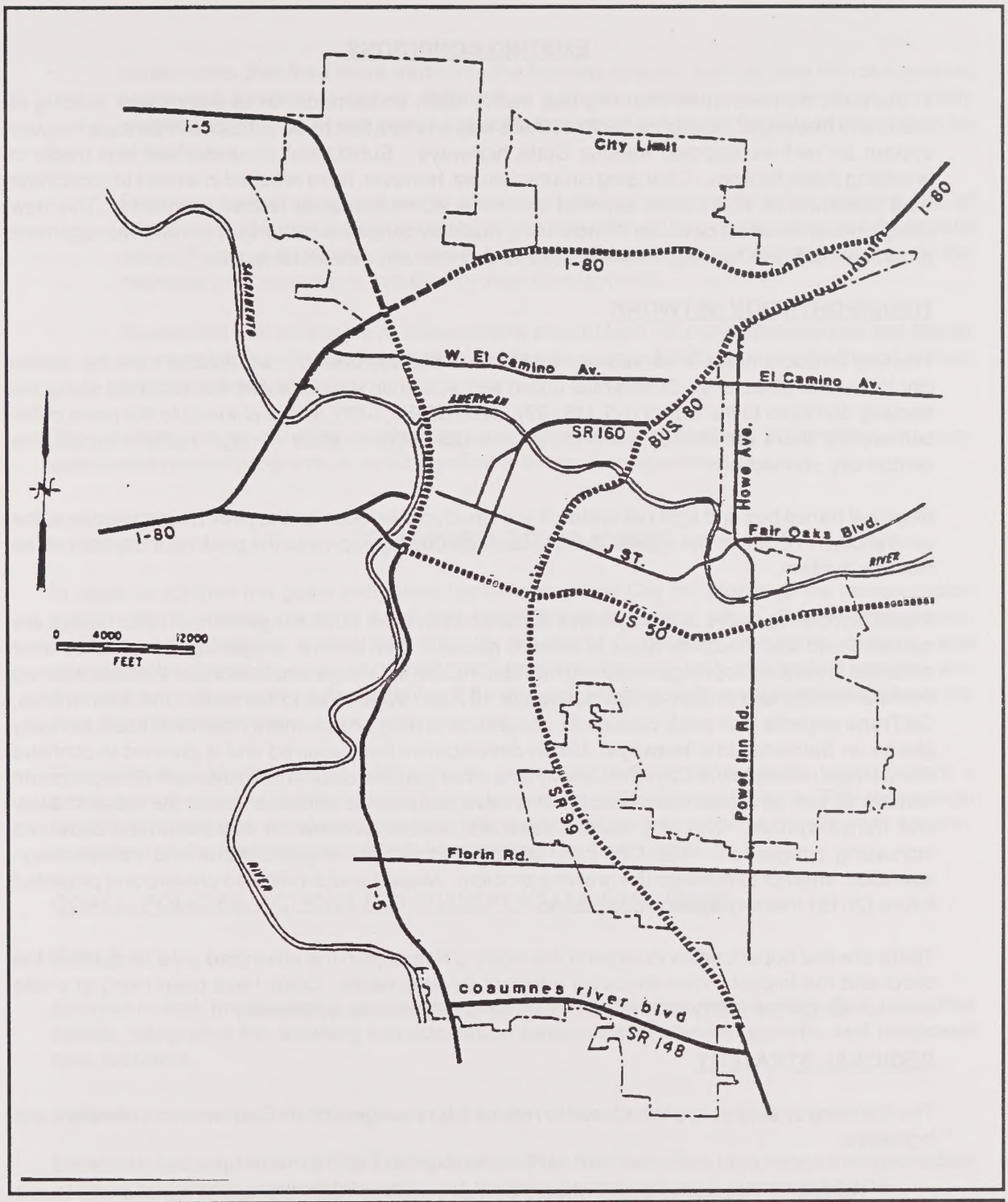


CITY FREEWAY SYSTEM CURRENT CONDITIONS (YEAR 1986)

••••••• SEGMENTS WITH SIGNIFICANT CONGESTION

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

Map 2



CITY FREEWAY SYSTEM - FUTURE CONDITIONS

SEGMENTS WITH SIGNIFICANT FUTURE CONGESTION

Planning and Building Department
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GENERAL PLAN
update 1986-2006

EXISTING CONDITIONS

In the past, transportation planning has mainly been concerned with designing and building of roads and freeways. During the 1950's , there was an important need to build an interstate freeway system as well as upgrade various State highways. Substantial progress has ben made in providing these facilities. Changing circumstances, however, have resulted in a need to coordinate road construction with transit services and other non-automobile related programs. This new direction has occurred because of increasing roadway congestion, changes in traffic management programs, reduced funding, and the need to maintain environmental quality.

TRANSPORTATION NETWORK

The City of Sacramento is served by an extensive freeway system that radiates from the central city in several directions. Substantial urban and suburban development has occurred along the freeway corridors to the South (I-5, US -99): east (US-50, I-80), and is planned to the north of the central city, there are no adequate circumferential routes to allow through traffic to bypass the central city connections.

Regional transit bus and light rail systems are structured to focus on the peak hour commute to the central city. In this way the available transit service directly improves the peak hour capacity of the freeway system.

Sacramento's freeways are beginning to suffer from peak hour congestion. Traffic delays are sporadic and last 10-20 minutes in several places. This kind of congestion is similar to what occurred in parts of Los Angeles during the later 1950's, in Orange and Santa Clara counties during the late 1960's, and in San Diego during the 1970's. Within five to ten years, the Sacramento, CalTrans expects that peak periods of congestion lasting one or more hours will occur at many places on Sacramento's freeways. Urban development has occurred and is planned to continue along these routes in the City, the County and other jurisdictions. The distribution of employment centers as well as residential developments have reduced the effectiveness of the radial freeway and transit system. The City cannot solve the regional problem of dispersed land uses and increasing congestion. The City can, coordinated with other jurisdictions and transportation agencies, attempt to manage the growing problem. Maps 1 and 2 indicated present and projected future (2016) freeway system congestion.

There are few opportunities to expand the existing freeways in the urbanized area because of the costs and the impacts from removing adjacent developments. Costs have been rising at a rate which outstrips the ability of available revenue to finance improvements.

REGIONAL STRATEGY

The following strategies are introduced to reduce future congestion on Sacramento's freeways and highways:

- Additional freeway capacity should be developed through the use of ridesharing, transit improvements, preferential treatment for buses or other high occupancy vehicles, ramp metering, flextime, park and ride lots, and adding additional lanes in existing rights-of-way.

- Major freeway improvements should be targeted for a new beltway route or arterials which can redistribute traffic on the system and relieve several congestion points simultaneously.

- Investments that feed more traffic into the freeway system, such as new interchanges on congested freeway routes or widening of suburban radial routes, should be carefully weighed against other alternative solutions that would not impair the flow of the system as a whole.

- Funding constraints as well as the intensity of development therefore requires the use of other forms of transportation besides the construction of new roads. Appropriate private sector financing mechanisms need to be developed and implemented that will provide the necessary improvements required by new development.

- Residential and employment development around light rail transit stations and bus transit centers should be intensified to provide the necessary ridership to make the transit system function effectively.

The challenge is to establish a planning process which can combine automobile and non-automobile related programs to avoid significant levels of congestion.

TRANSPORTATION PLANNING

In order to achieve the goals and follow the policies of the City in regards to the transportation system, transportation planning must look to the future in several ways. Since transportation facilities usually require a long lead time (5 -10 years) to go from concept to opening, and transportation services, such as transit, require public input as well as detailed analysis and financial commitment for implementation, a flexible process should be established that allows the time for proper analysis.

This planning process begins with general goals and policies for a twenty year horizon; it progresses to intermediate range plans which translate policies into programs (TIP) that assign funding priorities and construction dates. Intermediate plans can span the 5 to 20 year horizon. In addition, individual agencies develop plans based on their needs.

GOALS, POLICIES, ACTIONS FOR TRANSPORTATION PLANNING

Goal A

Establish and implement a comprehensive regional transportation plan that identifies needs, integrates the existing transportation network with planned growth, and proposes new facilities.

Policy 1

Establish and implement a City Transportation Plan that identifies long range transportation system improvements in State, regional and local transportation planning efforts.

Policy 2

Participate in State, regional and local transportation planning efforts.

Action a): Take an active role in establishing the City's priorities for regional transportation system management.

Action b): Use technical analysis methods to identify potential TIP improvements which can reduce congestion.

Policy 3

Work with appropriate agencies to explore ways to protect future transportation corridors from development that could preclude construction of needed facilities.

Policy 4

Incorporate approved Citywide street improvements as well as non-auto related projects and programs into community plans and special land use studies.

Action a): Review Citywide transportation improvement priorities annually to identify areas and needs which should be studied further.

Action b): Consider street projects and non-auto related improvements which can reduce identified transportation problems in new and updated Community Plans and in special land use studies.

Policy 5

Request that Regional Transit provide a plan for the provision of adequate transit services which meets the needs of this plan, and that the transit plan to be updated on a regular basis.

Action a): Make land use policy decisions supportive of light rail and bus transit, based on established plans.

Action b): Reserve designated light rail and transportation rights-of-way from encroachment or inappropriate development.

Policy 6

Review development projects for conformance with adopted transportation policies and standards, and require appropriate site improvements.

Action a): Develop guidelines which will specify the type of street and non-auto related improvements a development project should provide to alleviate expected traffic problems.

Action b): Develop and maintain an efficient process for the review of proposed development projects.

Action c): Develop a citywide transportation model to analyze the impacts of development projects and the effectiveness of proposed transportation improvements. New analysis techniques and the development of a transportation model for this Plan will

allow both the Planning Division and Traffic Engineering to assess these needs on an ongoing basis. This model should be coordinated with the County and Regional transportation models.

Goal B

Consider air quality along with traffic flow efficiency when making decisions about transportation.

Policy 1

Include transportation considerations when developing an Air Quality Improvement Program which will include strategies and specific programs that reduce air pollution.

Action a): Maintain a Transportation System Management Program (TSM) that incorporates alternative methods of travel to reduce congestion and improve air quality.

Action b): Work with other agencies to develop and implement a Regional Air Quality Plan that contains measures to reduce air pollution emissions.

STREETS AND ROADS

Many areas are experiencing increased levels of traffic congestion. Furthermore, major new developments may cause traffic problems in neighboring communities. Communities undergoing change need attention to their special transportation problems. Consequently, it is important to understand on a Citywide basis what expected levels of traffic will be.

PROJECTED DEFICIENCIES

At buildout of the General Plan (year 2016), all of the freeways into and out of the Central Core, with the exception of I-5 to the south, will be severely congested during peak periods. This would include I-80 from its split with Business 80 to its connection with I-5. I-5 from south of the Central City would suffer moderate congestion during the peak travel hours. In addition, every existing crossing of the American River will have significant congestion during peak periods. Route 160 as it becomes 12th & 15th Street and 16th Street through the downtown core will also have significant congestion during peak periods. Howe Avenue will be congested most of the day. These are examples of what will happen to the major roadways in the City. In addition, congestion levels can be expected to rise on all major streets, especially during peak hours.

In responding to these deficiencies, the City, SACOG, and Caltrans will be developing transportation plans to provide some relief. The General Plan transportation network consists of the existing highway network plus the Arden-Garden connector, Cosumnes River Boulevard connecting I-5 and US 99, and the extension of Exposition Boulevard to State Route 160. The Plan recognizes that additional facilities and programs will be needed to meet the projected deficiencies in the year 2016. Within the twenty year timeframe of growth projections for this General Plan, there is an opportunity to plan for new and expanded facilities and TSM/transit programs to help reduce the magnitude of the projected roadway deficiencies. In determining the changes and additions to the network, the types of facilities that might be proposed should be defined.

In 2000, the City approved the implementation of the Power Inn Road/Folsom Boulevard Intersection Area Improvements Project (Southeast Area Transportation Study, Phase 1). The project consists of a set of improvements needed to address several existing transportation system deficiencies and to plan for traffic growth forecasted with the development of Granite Regional Park, along with long-term growth in regional traffic. Major components of the project include the widening of Howe Avenue/Power Inn Road to six lanes between the US 50 on-ramps on the north to 14th Avenue to the south, realignment of State Route 16 (Jackson Road) from Power Inn Road to S. Watt Avenue, and construction of new two-lane road from Ramona Avenue to Folsom Boulevard.

The Major Streets Plan for the City is shown on Map 3.

TYPES OF FACILITIES

Freeways:

Freeways are limited access grade separated facilities that provide a high level of mobility for travel though the region. Freeways carry high volumes of traffic at high speeds. Freeway volumes vary based on the capacity of the facility.

Major Streets

The role of a major street is to move traffic from one section of the City to another. There are different types:

Major Street System: The major street system is comprised of Expressways and Arterials, and their intersections with local streets comprised of Collectors and Locals. Intersections, collectors and local streets are included in the major street system if they affect its operation and traffic flow.

Expressways: Expressways are streets designed for relatively long distance through-movement. They have limited access with few cross streets. All cross street intersections are signalized. Residential driveways are prohibited, but limited non-residential driveways are allowed based upon driveway spacing. Expressways accommodate moderate to high speeds with moderate to high volumes of traffic on eight or fewer travel lanes. Sixty-Fifth Street Expressway is an example of an expressway.

Arterial: Arterials are streets that accommodate moderate speeds with moderate to high volumes of traffic on six or fewer travel lanes. The arterial street system provides a high level of mobility for travel through the region and within and between adjacent subareas of the city. Six lane arterials (major arterials) provide intra-city transportation and inter-region transportation for large volumes of vehicles while providing access to abutting properties. Four lane arterials (minor arterials) connect major facilities, but provide more access than a six lane arterial. Principal land-uses that are served by arterials are central business districts, community shopping centers, community colleges, large industrial plants, high schools, large office complexes, community hospitals, clinics, golf courses, and fire stations. Traffic volumes can range from 14,000 to 48,000 vehicles per day. Examples of arterial street designs are shown in Figure 1A.

Minor Arterial: This is a roadway that connects major facilities, but has more access than a Principal Arterial. Parking is allowed, but may be limited. Intersections with other arterials are signal controlled. Access is restricted , with no residential driveways except for multi-family or when adequate sight distance is created.

Collectors: Collectors are streets that accommodate low speeds, with low to moderate volumes of traffic on two or three lanes. The collector street system is deployed throughout the entire city to provide mobility between neighborhoods and the arterial street system. An adequate collector system is needed to ensure that these localized movements do not occur on major arterials. Abutting properties are directly accessible with emphasis on collection and distribution of trips within an arterial grid. Principal land-uses that are served by collectors are elementary schools, smaller industries and warehouse facilities, neighborhood shopping centers, small office buildings including clinics, neighborhood parks, residential uses and community service uses. Volumes can range from 4,000 to 7,000 vehicles per day. Examples of collector street designs are shown in Figure 1B.

Local streets: Local streets are streets that accommodate low speeds with low volumes of traffic on two travel lanes. The local street system is used throughout the city to provide local circulation and direct access to abutting properties. It provides mobility within neighborhoods and other homogeneous land uses, and comprises the largest percentage of total street mileage. Principal land-uses that are served by local streets are the access needs of abutting properties. Local streets are not intended to move through-traffic. Volumes on residential local streets will typically be 2,000 or fewer vehicles per day but could be as high as 4,000 vehicles per day. Volumes on non-residential local streets will typically be between 7,000 to 14,000 vehicles per day. Examples of local residential and local non-residential street designs are shown in Figures 1C and 1D, respectively.

Freeway, expressway and arterial street designations are shown in Map 3. Map 3 is intended to illustrate approximate locations and street classifications only. More specific information shall be kept on file in the City of Sacramento Department of Public Works.

GOALS, POLICIES, ACTIONS FOR STREETS AND ROADS

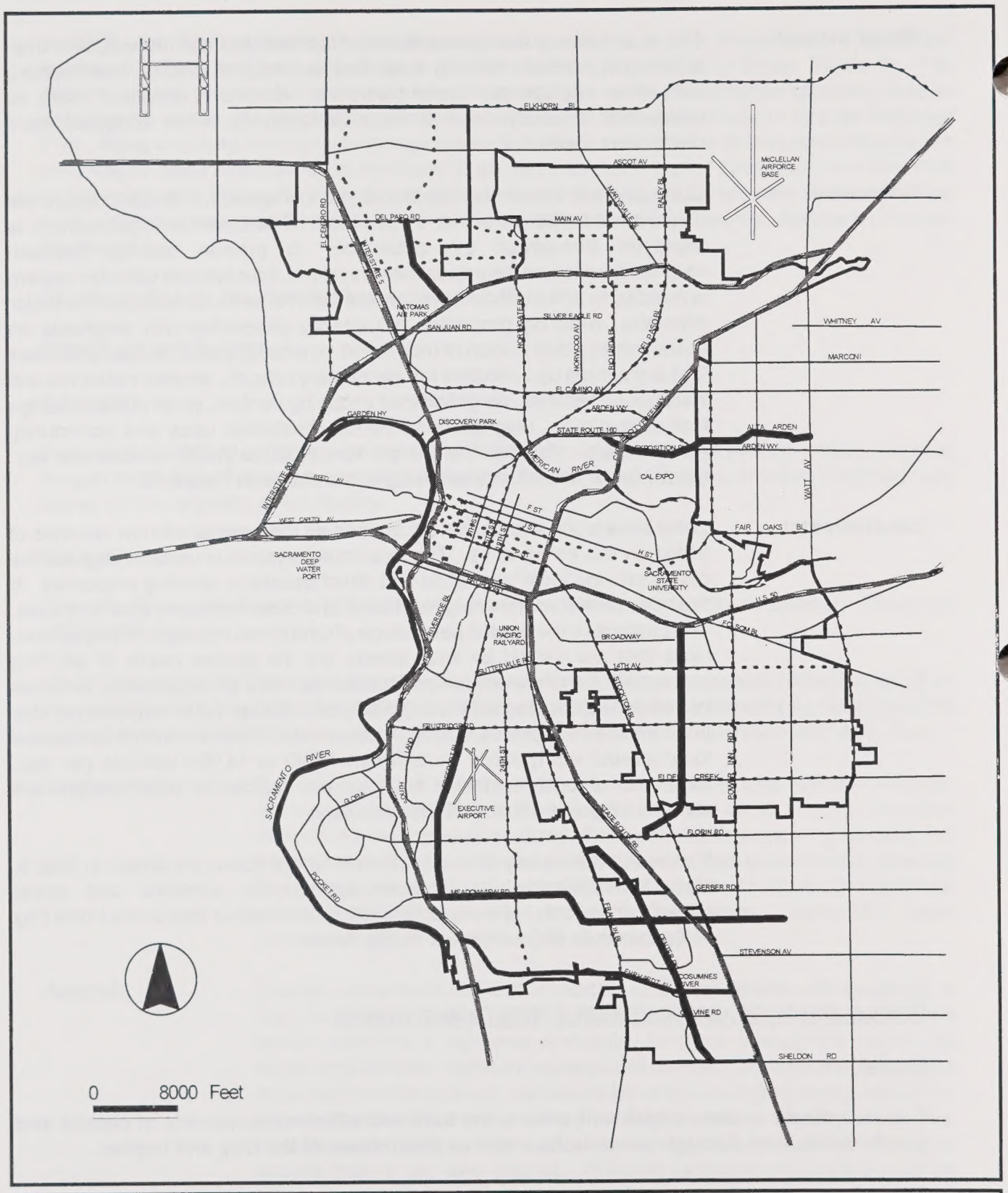
Goal A

Create a street system which will ensure the safe and efficient movement of people and goods within and through communities and to other areas of the City and region.

Policy 1

Explore actions which allow for the prioritization, planning and construction of new facilities.

Map 3



MAJOR STREETS PLAN

FREEWAYS

EXPRESSWAYS

ARTERIALS

MINOR ARTERIALS

GP AREA

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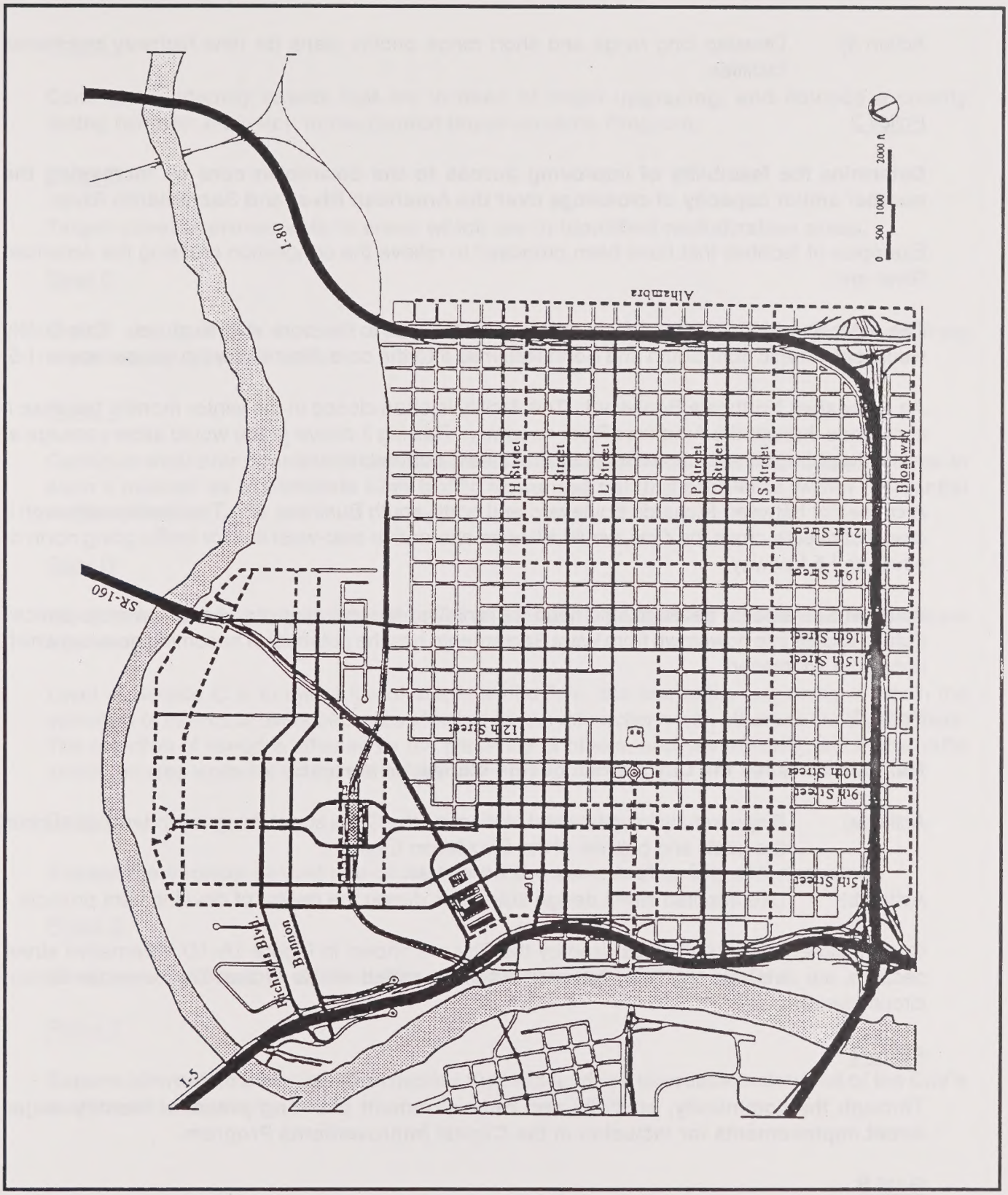
GENERAL PLAN
update 1986-2006

(Amended by Resolution #93-740, #94-686, #2000-569)

(Classifications pertain to City portion only)



Map 3A
Central City: Major Streets Plan

Freeways
Arterials
Minor Arterials
Local Streets
Planned Intermodal Terminal for Amtrak Intercity/Commuter Rail

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

(Added 12/14/93, by Resolution #93-740)

Action a): Develop long range and short range priority plans for new highway and transit facilities.

Policy 2

Determine the feasibility of improving access to the downtown core by increasing the number and/or capacity of crossings over the American River and Sacramento River.

Examples of facilities that have been proposed to relieve the congestion crossing the American River are:

The extension of Truxel Road from its present terminus to the core via 7th street. This facility would carry traffic from South and North Natomas into the core and relieve the congestion on I-5.

An all-weather Northgate Boulevard. This facility is often closed in the winter months because it is at grade through the American River floodway. Raising it above grade would allow passage at all times and again provide access to the northern communities.

A connector between Richards Boulevard and north-south Business 80. This facility, although it does not directly cross the river, would allow an alternative east-west link for traffic going north or south on I-5 freeway.

As West Sacramento develops, the need for joint Transportation studies becomes more critical. Future access into downtown from West Sacramento has the potential of becoming an issue which should be addressed.

Policy 3

Maintain and keep the City's street design standards current.

Action a): Begin a study to update and modernize the City's street design standards to support the goals and policies of the Circulation Element.

Action b): Use adopted street design standards during the review of development projects.

Current street design standards used by the City are shown in Figure 1A-1D. Alternative street sections are available that may be used within specified areas of the City or under certain circumstances.

Policy 4

Through the community, specific, and redevelopment planning process, identify major street improvements for inclusion in the Capital Improvements Program.

Goal B

Maintain the quality of the City's street system.

Policy 1

Continue to identify streets that are in need of major upgrading, and develop a priority listing for their inclusion in the Capital Improvements Program.

Policy 2

Target street improvements to areas which are in identified revitalization areas.

Goal C

Create and maintain a street system which protects residential neighborhoods from unnecessary levels of traffic.

Policy 1

Continue wherever possible to design streets and to approve development applications in such a manner as to eliminate high traffic flows and parking problems within residential neighborhoods.

Goal D

Work towards achieving an overall Level of Service C on the City's local and major street systems.

Level of Service C is in the range of stable traffic flow, but marks the beginning in which the operation of individual users becomes affected by the interactions with others in the traffic stress. The selection of speed is affected by the presence of others, and maneuvering within the traffic stress requires vigilance on the part of the user.

Policy 1

Assess the impacts of land use decisions on the surrounding City street system.

Policy 2

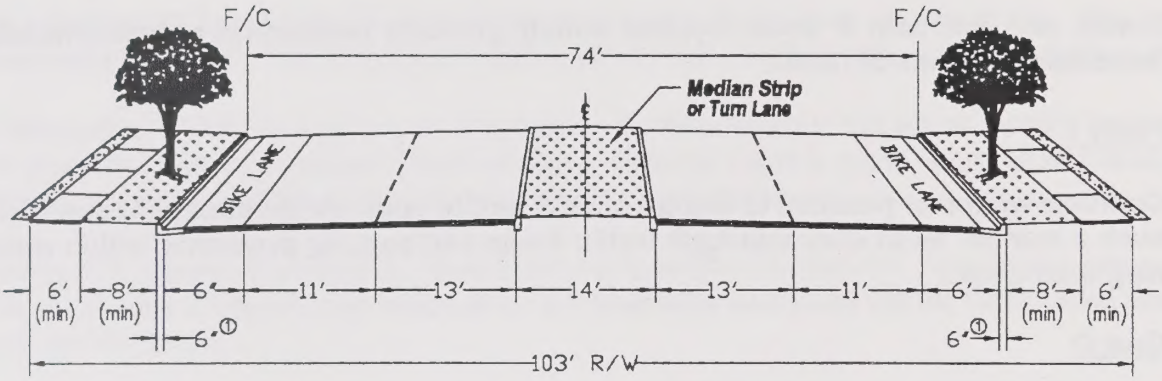
Work towards the more efficient use of the City's existing street system.

Policy 3

Explore alternative transportation modes that will lead to a decrease in demand of the City's surface street system.

Figure 1A

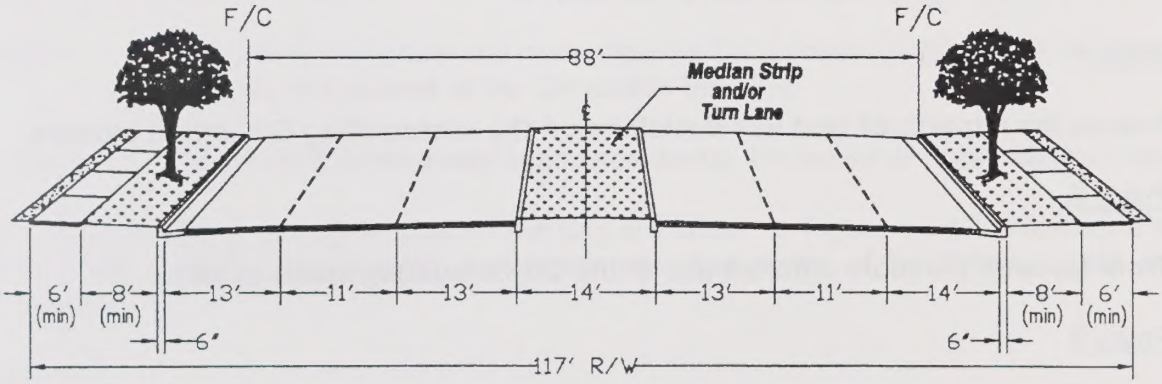
TYPICAL ARTERIAL CROSS-SECTIONS



103' Right-Of-Way

Parking add 7' per direction.

(14,000-32,000 ADT)



117' Right-Of-Way

Bike lane add 6' per direction.

(32,000-48,000 ADT)

This figure is intended to illustrate general street cross sections only. Please see the City's design and procedures manual for specific information regarding street design.

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

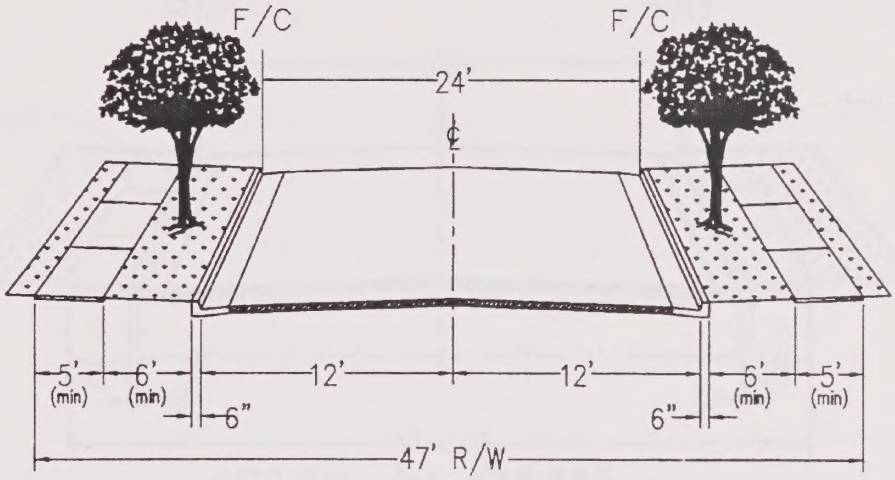
Department of PUBLIC WORKS CITY OF SACRAMENTO

CURRENT STREET DESIGN STANDARDS

(Amended 5/6/99 by Resolution #99-208)

Figure 1B

TYPICAL COLLECTOR CROSS-SECTIONS

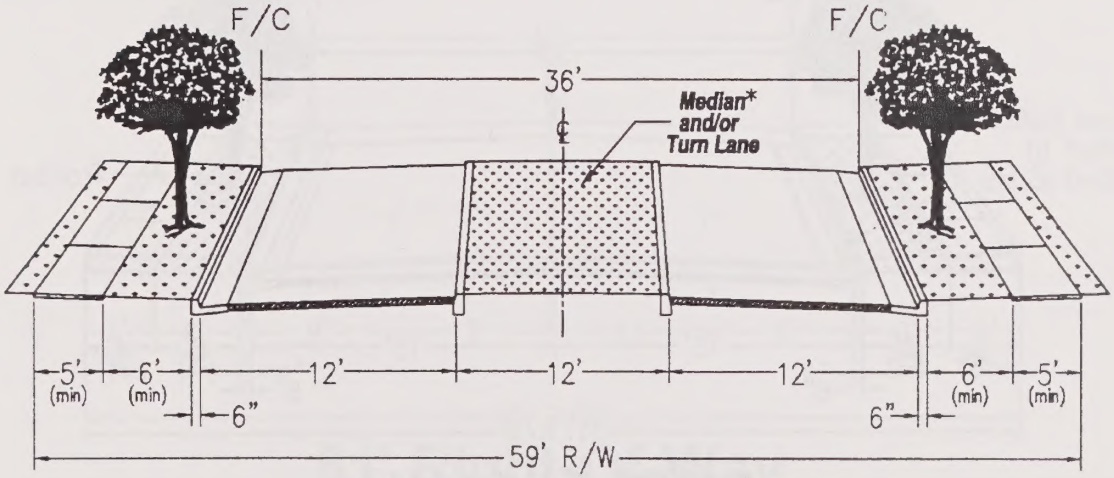


47' Right-Of-Way

(4,000-7,000 ADT)

Parking add 7' per direction.
Bike lane add 5' per direction.

*Median and median landscaping has to be mountable.



59' Right-Of-Way

(7,000-14,000 ADT)

Parking add 7' per direction.
Bike lane add 5' per direction.

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Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

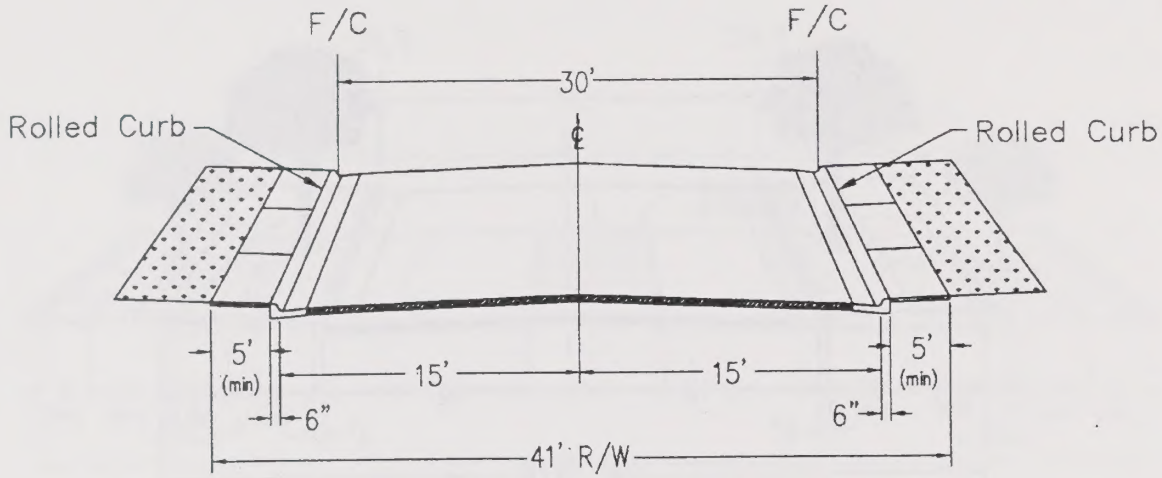
Department of PUBLIC WORKS CITY OF SACRAMENTO

CURRENT STREET DESIGN STANDARDS

(Amended 5/6/99 by Resolution #99-208)

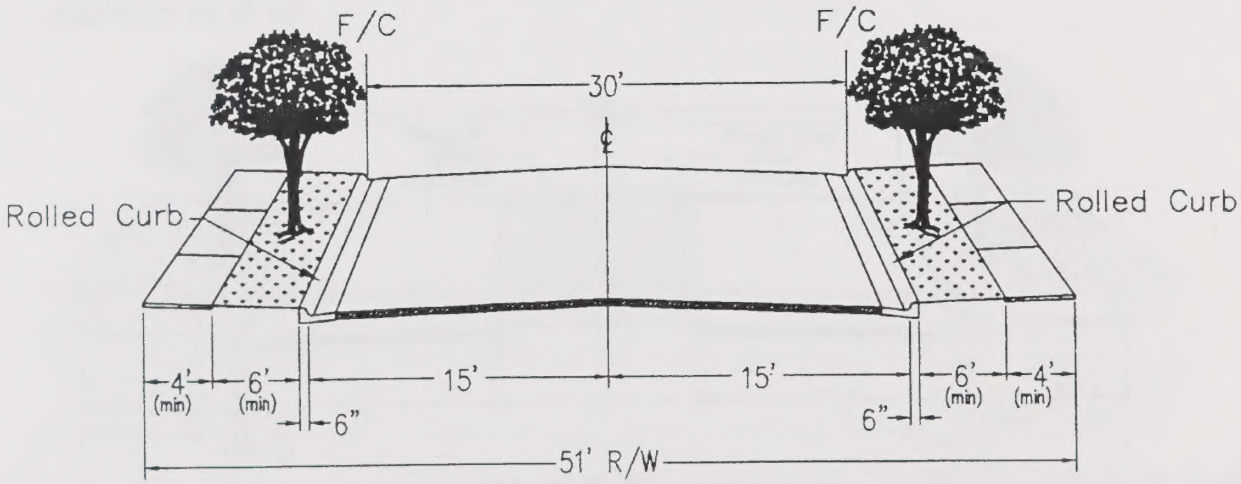
Figure 1C

TYPICAL LOCAL RESIDENTIAL CROSS-SECTIONS



41' Right-Of-Way

(0-2,000 ADT)



51' Right-Of-Way

(0-4,000 ADT)

This figure is intended to illustrate general street cross sections only. Please see the City's design and procedures manual for specific information regarding street design.

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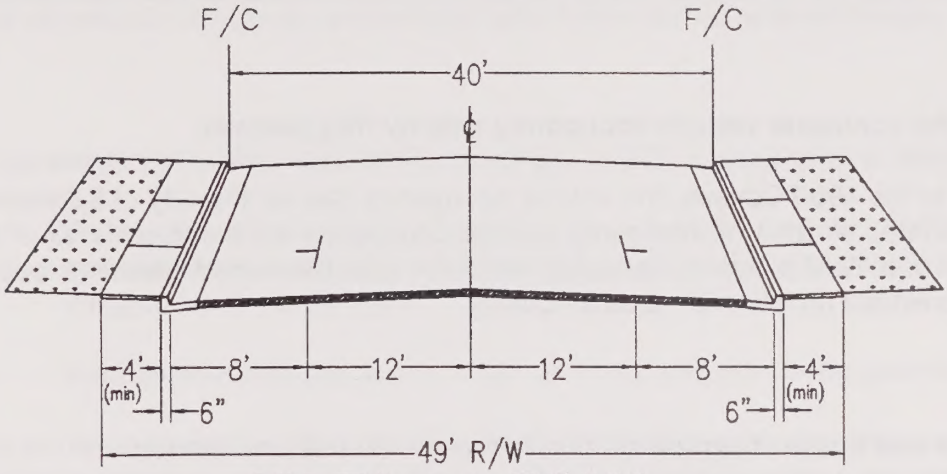
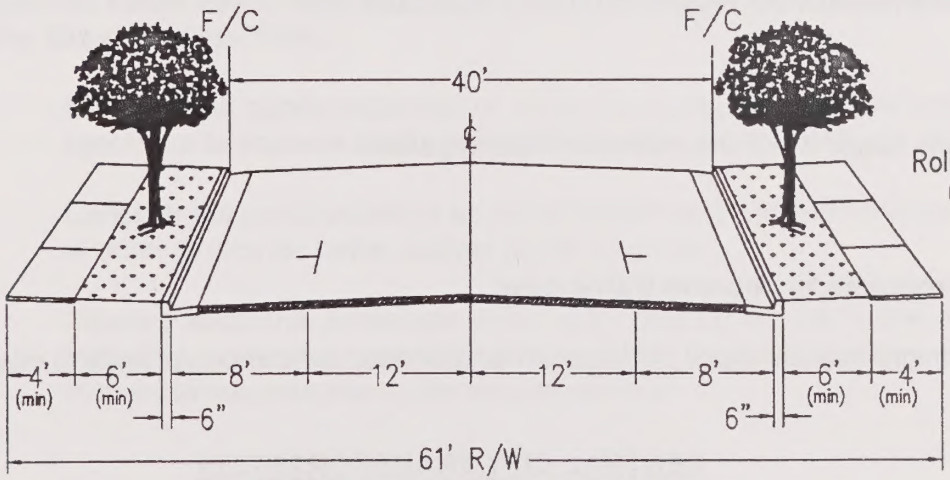
Figure 1D

TYPICAL LOCAL NON-RESIDENTIAL CROSS-SECTIONS



49' Right-Of-Way

(0-7,000 ADT)



Rolled curb permitted (If Traffic Volume is 0–7,000 ADT)

61' Right-Of-Way

(0-14,000 ADT)

This figure is intended to illustrate general street cross sections only. Please see the City's design and procedures manual for specific information regarding street design.

Department of PUBLIC WORKS CITY OF SACRAMENTO

CURRENT STREET DESIGN STANDARDS

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

TRANSPORTATION SYSTEMS MANAGEMENT

Transportation Systems Management (TSM) is a set of strategies that makes the maximum use of the existing transportation system, reducing the need for or putting off the construction of new facilities. TSM strategies work in several ways: to reduce trips, spread out traffic, or improve flow. TSM measures may also help reduce air pollution levels.

GOALS, POLICIES, ACTIONS FOR TRANSPORTATION SYSTEMS MANAGEMENT

Goal A

Increase the commute vehicle occupancy rate by fifty percent.

According to the 1980 Census, the vehicle occupancy rate for the City of Sacramento was 1.28 persons/vehicle. A goal of increasing vehicle occupancy will incorporate all of the strategies considered in a TSM program, reducing vehicular trips therefore increasing road capacity and allowing continued growth with good air quality.

Policy 1

Encourage and support programs that increase vehicle occupancy.

Policy 2

Support actions/ordinance/development/agreements that reduce peak hour trips.

The largest effect of TSM programs on work commute trips.

Goal B

Increase the capacity of the transportation system.

Policy 1

Support programs to improve traffic flow.

Examples might include signal optimization and/or geometric improvements to intersections.

CENTRAL CITY TRANSPORTATION

Because of the intensity of development in the Central City and its role as the hub of the metropolitan area, special goals and policies are needed if this community is to continue its role as the centerpiece of the region and to function properly through this plan's time horizon.

Increasing traffic has impacted the residential neighborhoods, the shopping, and employment portions of the Central City. Actions to protect existing residential areas reducing the level and speed of traffic have been suggested in the Central City Community Plan. Street maintenance and improvements are also necessary to improve the flow of traffic and facilitate access in the core shopping and employment area. Additional efforts should be taken to encourage transit or other

non-automobile related transportation improvements. Adequate parking facilities are essential if the Central City is to support new development and maintain it vitality.

GOALS, POLICIES, ACTIONS FOR CENTRAL CITY TRANSPORTATION

Goal A

Provide a street system within the Central City which ensures the safe and efficient movement of people and goods consistent with other transportation needs.

Policy 1

Improve the street circulation system in order to provide access to new development.

Action a): During the development review process identify potential traffic impacts and consider various street improvements and traffic management measures which can mitigate traffic problems.

Action b): Reduce on-street parking on major one-way arterials during peak hours.

This action will have a two-fold effect. It will allow for more capacity during the peak morning and afternoon demand periods, and by not allowing parking until mid-morning and restricting it after mid-afternoon, short term parking will be made available for shopping downtown.

Policy 2

Provide specific street improvements which will support downtown development and the Central City Urban Design Plan.

Action a): Consider the appropriateness of using the Richards Boulevard and Business 80 connector to improve local and regional traffic.

Action b): Consider the construction of an off-ramp from north bound I-5 freeway to S street in order to provide better access to the core area.

Action c): Develop additional proposals which may improve access to the downtown area including vehicular, transit and bicycle improvements connecting the Richards/Railyards site to the downtown area.

Goal B

Direct traffic in the Central City away from residential neighborhoods to the extent feasible.

Action a): Protect existing residential areas. Continue the City program of converting portions of the Central City into two way streets.

Action b): Identify needed road and streetscape improvements which can support the Central City Urban Design Plan, which do not obstruct transit operations, and determine which improvements should be made by the City and those which should be made by the private sector.

Goal C

Develop a balanced transportation system which will encourage the use of public transit, multiple occupancy of the private automobile, and other forms of transportation.

Policy 1

Encourage the use of light rail transit and other alternative methods of transportation to facilitate the circulation in the downtown core, through the Railyards site and the Richards Boulevard Area.

Action a): Consider requiring the use of carpool and vanpool program incentives to and within the Central City.

Action b): Encourage the private purchase of transit passes for employees in order to increase the use of public transit.

Action c): Identify the types of transportation management measures which will reduce traffic congestion and facilitate the movement of people.

Action d): Configure future land uses and development intensities in the Railyards and Richards Boulevard planning areas in a way that reinforces transit ridership and supports public investment in transit facilities.

Policy 2

Maintain and upgrade existing streets in order to facilitate the movement of automobiles and to support other modes of transportation.

Action a): Continue to identify and upgrade streets in need of maintenance and resurfacing.

Action b): During the annual Capital Improvement Program Review of street projects in the Central City, determine those improvements and controls which are needed to maintain acceptable traffic flow.

Policy 3

Consider the use of pedestrian pathways that can support the efficient movement of people, new development, and adopted Central City Design Concepts.

Action a): Identify measures which can establish, preserve, and protect pedestrian pathways identified in the Central City Urban Design Plan or at other locations that are recommended in subsequent special studies.

Goal D

Provide an adequate amount of parking to support continued downtown development prosperity, alternative modes of transportation , and the Central City Urban Design Plan.

Policy 1

Provide additional parking as part of development projects and in free standing parking structures.

Action a): As part of the Citywide parking study, identify sites for free standing parking structures. These structures should supplement parking provided in development projects and complement the Central City Urban Design Plan.

Action b): During the project review process identify the appropriate amount of on-site parking needed to support the land uses contained in the project.

Goal E

Create a multi-model transportation center in the Central City.

A multi-model transportation center would provide access to all forms of transportation at a place convenient for travelers into the downtown area.

Policy 1

Support the development of a regional intermodal transportation center in the Richards Boulevard Redevelopment area.

Action a): Designate the North B Street/7th Street location as the preferred site for the regional intermodal transportation center.

Goal F

Work with the State of California, as the Central City's largest employer, to fully participate in the implementation of these policies.

TRANSIT

In the future peak hour traffic will place additional burdens on the City's freeways and major roads. The continued development and expansion of an efficient light rail and bus transit system will help reduce the severity of peak hour traffic congestion and help achieve level of service standards. Not all bus transit should serve the major commute routes, however, and the needs of those who don't have automobiles should be met by available transit systems.
Therefore, transit service needs to be expanded in new developing areas and maintained in areas of high ridership or in areas which are transit dependent.

The existing system is made up of numerous providers, with different constituencies and service. The Sacramento Regional Transit District (RT) provides fixed route transit with a bus service system and light rail (RT Metro). This system serves commuters and provides access to schools, hospitals, and shopping. The RT Metro system provides light rail service centered at the "K" Street mall, along the two major commute corridors, with access to regular and feeder bus routes. There are commute busses that serve areas beyond Regional Transit's service area. Some are private, some public. In addition, those with special needs are served by a variety of social service agencies that provide transportation to destinations with demand-response system.

Map 4 shows the existing light rail routes along Business-80 and Highway 50 corridors into downtown, the adopted route in North Natomas, and the suggested additional alignments identified in the Light rail transit Extension Study (SACOG, May 1986).

The City is served with intercity bus carriers, providing both fixed route and special services.

Funding for transit capital and operating cost is limited. New sources of public and private capital must be identified to provide better and expanded service. A partnership between federal, state, regional, County, City, and private industry is needed in order to help promote transit; and thereby facilitate the reduction of traffic congestion.

GOALS, POLICIES, ACTIONS FOR TRANSIT

Goal A

Promote a well designed and heavily patronized light rail and transit system.

Policy 1

Provide transit service is newly developing areas at locations which will support its highest usage.

Action a): Request that the transit providers identify the location of light rail and bus route extensions and new stations in areas experiencing new development.

Action b): Work with transit providers to determine the proper location of routes and stations, and consider, if necessary, modifications of existing land use policy.

Action c): Encourage Regional Transit to develop guidelines or ordinances for implementation by the City, which will allow developer exactions for bus facilities and improvements.

Policy 2

Consider requiring developers of employment center needing mitigation of negative transportation impacts to support light rail or bus transit improvements.

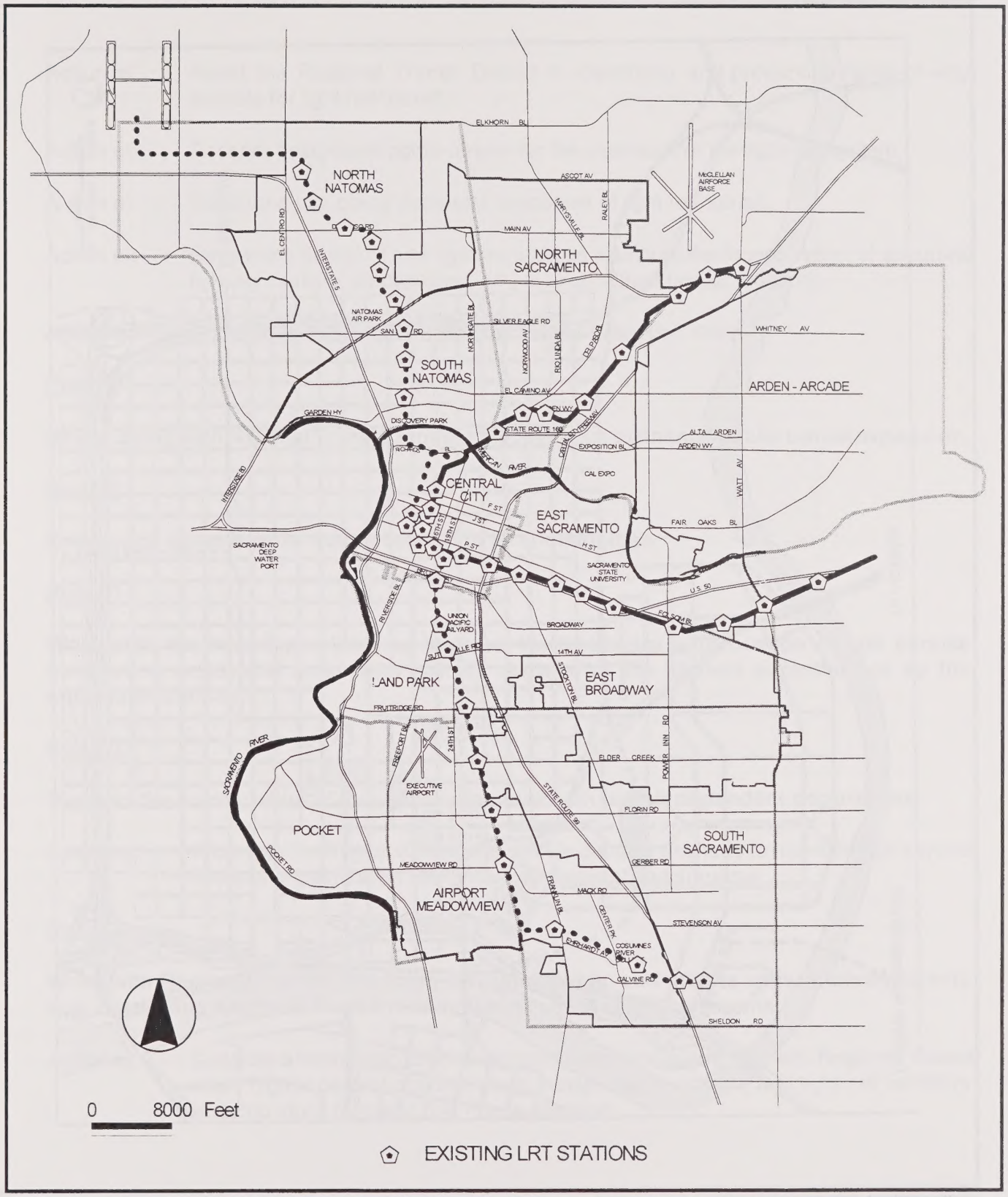
Action a): Work with developers to integrate within their projects a Transportation Systems Management Program of various measures such as shuttle bus service, ridesharing, transit subsidies, LRT stations stop improvements, or other programs which can help provide transit service.

Policy 3

Support a well designed light rail system which will meet future needs and complement the regional transit system.

Action a): Support the extension of light rail service to North Natomas, Metropolitan Airport, Meadowview-Calvine, South Sacramento, and Hazel Avenue.

Map 4



SACRAMENTO LIGHT RAIL TRANSIT SYSTEM

Existing Light Rail

Proposed Light Rail

City Limit

Community Plan

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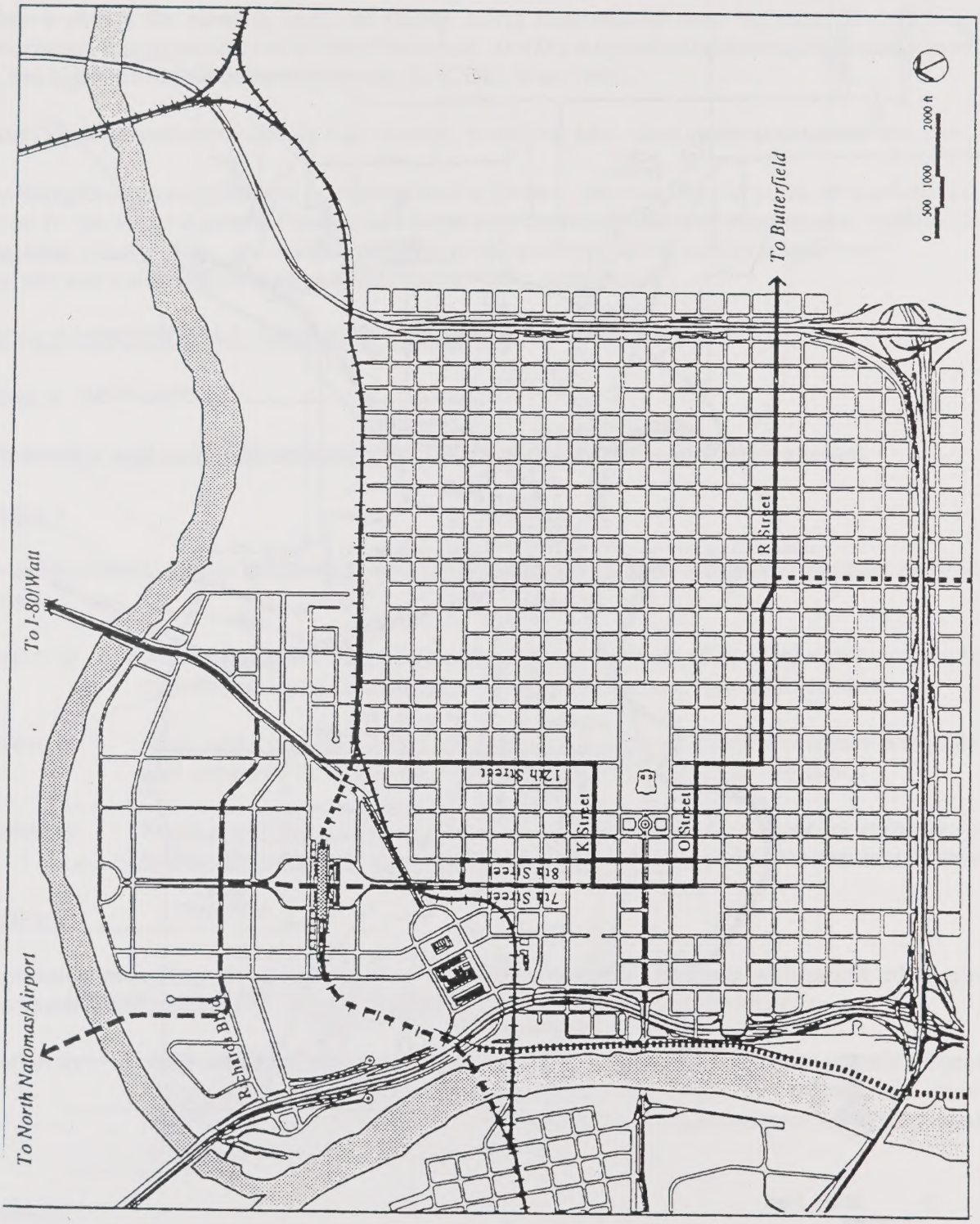
(Amended 6/4/98 by Resolution #98-232)



Map 4A
Central City: Rail Transit Plan

- Existing Main Line Rail Alignment
- Proposed Main Line Rail Alignment
- Existing Light Rail
- Downtown Natomas Airport Alignment (Proposed)
- UPPR LRT Extension Alternative
- Alt. Landpark Meadowview LRT Ext.
- Planned Intermodal Terminal for Amtrak Intercity/Commuter Rail

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

(Added 12/14/93, by Resolution #93-740)

Action b): Assist the Regional Transit District in identifying and preserving rights-of-way suitable for light rail transit.

Action c): Reserve designated rights-of-way for the extension of the light rail system.

Action d): Make land use policy decisions supportive of light rail transit.

Action e): Review the design of new light rail stations to ensure the incorporation of adequate lighting, parking, landscaping, and to ensure their proper locations.

Action f): Continue to support the Light Rail Transit Extension Study.

Policy 4

Study, along with regional Transit, funding mechanisms to finance public transit expansion.

Goal B

Encourage some level of transit service in all communities.

Policy 1

Work with the transit providers to improve the frequency and location of bus service connecting residential areas with activity centers for the highest potential use by the citizens of the City.

Policy 2

Support the continuation of bus service in areas with transit dependent populations.

Action a): Work with the Regional Transit District to develop methods to maintain bus service in areas of high transit use, including financial mechanisms.

Policy 3

Work with Regional Transit District in reviewing public and private construction projects and supporting Regional Transit recommendations and improvements.

Action a): Consider a formal land use/transit coordination review process with Regional Transit when higher density projects along transportation, transit, and light rail corridors undergo study following this Plan's adoption.

PARKING

The need to provide adequate off-street parking is essential to support new development, to allow people access to shopping and jobs, and to protect residential areas from congestion. Parking is provided both by the City and by private industry according to adopted parking standards. Yet, given the growth of the City, there is a need to expand and review existing standards to ensure that new types of development will provide their fair share of parking. in addition, in the City's older areas which are experiencing revitalization, efforts should be taken to ensure that adopted standards will not inhibit new growth. In these areas, careful analysis should determine how adequate parking should be provided. Other measures can be assessed to meet requirements. In lieu of parking measures, parking assessment districts, parking lots, or other methods, could be used to encourage revitalization as well as to provide needed parking.

The preferential parking program should be continued in residential areas experiencing high levels of non-resident on-street parking. In some areas, the amount of people visiting or working at a site has resulted in the use of residential areas for parking.

GOALS, POLICIES, ACTIONS FOR PARKING

Goal A

Provide adequate off-street parking for new development and reduce the impact of on-street parking in established areas.

Policy 1

Continue to use parking standards which will provide adequate off-street parking.

Action a): Periodically review existing parking standards and make modifications where necessary to ensure adequate parking for contemporary land uses.

Policy 2

Develop special parking standards other measures which can support the development of areas identified for revitalization.

Action a): Study the feasibility of considering parking management programs in areas identified for revitalization. These programs should consider the use of in lieu of parking measures, parking assessment districts, parking lots and structures, or other measures which can help provide parking for areas being revitalized.

Policy 3

Encourage the providing of expanded Central City perimeter and suburban park-and-ride lots in order to promote alternative transportation and reduce traffic congestion within the core business area and in other parts of the city.

Policy 4

Continue to use the preferential parking program in residential areas where traffic and on-street parking generated from non-residential projects would otherwise have a major negative impact.

Goal B

Require the parking program to be financially self-supporting.

Policy 1

Encourage a public-private partnership to construct and operate parking facilities.

PEDESTRIANWAYS

The Sacramento region has the climate and topography for walking. People can and will walk to work, shopping, school, transit stops, etc., providing it is convenient. Much of the convenience derives from placing people closer to where they have to go via land use policies. Developing safe, enjoyable walkways between home, work, shopping areas, school, and recreation areas is also essential.

GOALS, POLICIES, ACTIONS FOR PEDESTRIANWAYS

Goal A

Increase the use of the pedestrian mode as a mode of choice for all areas of the city.

Policy 1

Require new subdivisions and planned unit developments to have safe pedestrian walkways that provide direct links between streets and major destinations such as bus stops, schools, parks, and shopping centers.

Action a): Evaluate areas of high concentration of people for ways to increase pedestrian usage.

Walkers are encouraged by close knit, interesting urban development. Sidewalks with shaded, planted parking strips separating the walker from auto traffic are inviting to walk along. Long, undistinguished vistas or unshaded sidewalks do not encourage walkers. Also, sidewalks in urban commercial areas which are located on the perimeter of large parking lots discourage pedestrians.

Policy 2

Encourage new commercial and office establishments, in suburban areas, to front directly on the sidewalk with parking in the rear.

Policy 3

Encourage existing and new commercial and office establishments to develop and enhance pedestrian pathways using planting, trees and creating pedestrian crosswalks through parking areas or over major barriers such as freeways or canals.

Policy 4

Encourage mixed use developments to generate greater pedestrian activity.

Policy 5

Require developments to provide street-separated pedestrian access to shopping centers, business activity centers and transit stations and facilities.

Action a): Identify incentives for developer participation in street separated pedestrian way improvements.

Action b): Amend the City's Transportation Systems Management Ordinance to include this requirement.

BIKEWAYS

The City recognizes bikeways as an integral part of the transportation system. The bicycle has the potential to become a major transportation mode given the climate and flat topography of the City. To achieve this potential several things need to occur. Bikeways must be extended and maintained. Support facilities need to be placed at major places of employment. Appropriate storage facilities need to be placed in new residential areas., apartment complexes, shopping centers and internodal transfer points (e.g., bus stops, light rail stations).

The City's Bikeway Master Plan consists of the text (adopted in 1976) containing background information, goals and policies (Pages 17 and 18); and a Bikeway Map (adopted in 1977) showing existing and proposed on-street bikeways. Route identified on the map are established as the basis for making implementation and acquisition decisions. Routes are, however, conceptual and may be altered by other approved specific planning priorities (Bikeway Master Plan page17, #8 A and D). The Bikeway Map is a part of this General Plan. See Map 5.
Financing bikeways has been extremely difficult in recent years. Less than 20 percent of all proposed bikeways have been developed. Additional bikeways are being proposed in the North and South Natomas and South Sacramento areas.

Bikeways policy promotes the separation of bikeways from the street system in order to provide greater safety benefits to bicyclists, although on-street bikeways have been established throughout the City street system. Bikeways can be facilitated by new development which has been and can be required to provide the necessary street widths for bikeways. For commuter bicyclists access to employment facilities is more closely met by the on-street system.

GOALS, POLICIES, ACTIONS FOR BIKEWAYS

Goal A

Develop bicycling as a major transportation and recreational mode.

Policy 1

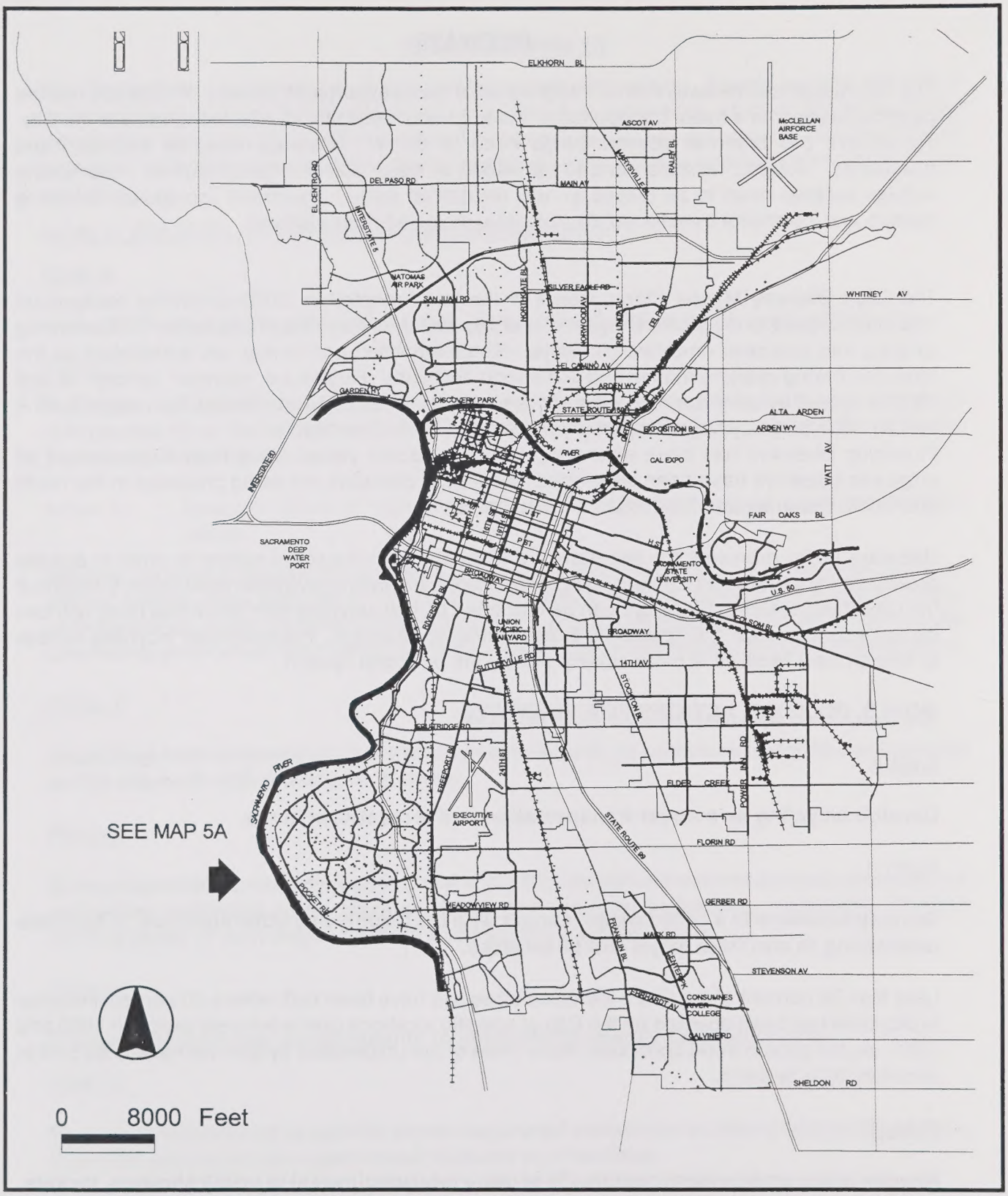
Develop bikeways in a coordinated manner with the County and other agencies, to facilitate commuting to and from major trip generators.

Less than 20 percent of the City's identified bikeways have been built while a 30 percent increase in bicyclists has been counted by the City at specific locations over a two year period in 1980 and 1981. As the growth trend continues, more miles of the unidentified system will have to be built to accommodate demand.

Policy 2

Require major employment centers (50 or more total employees) to install showers, lockers, and secure parking areas for bicyclists as part of any entitlement.

Recent studies conducted by the U.S. Department of Transportation have shown that many more people would commute by bicycle if shower facilities and secure bicycle parking facilities were available.



SACRAMENTO BIKEWAY MASTER PLAN

EXISTING ON STREET BIKEWAY
EXISTING OFF STREET BIKEWAY
PROPOSED ON STREET BIKEWAY
PROPOSED OFF STREET BIKEWAY

STREETS
RAILROAD
FREEWAY
RIVERS AND LAKES

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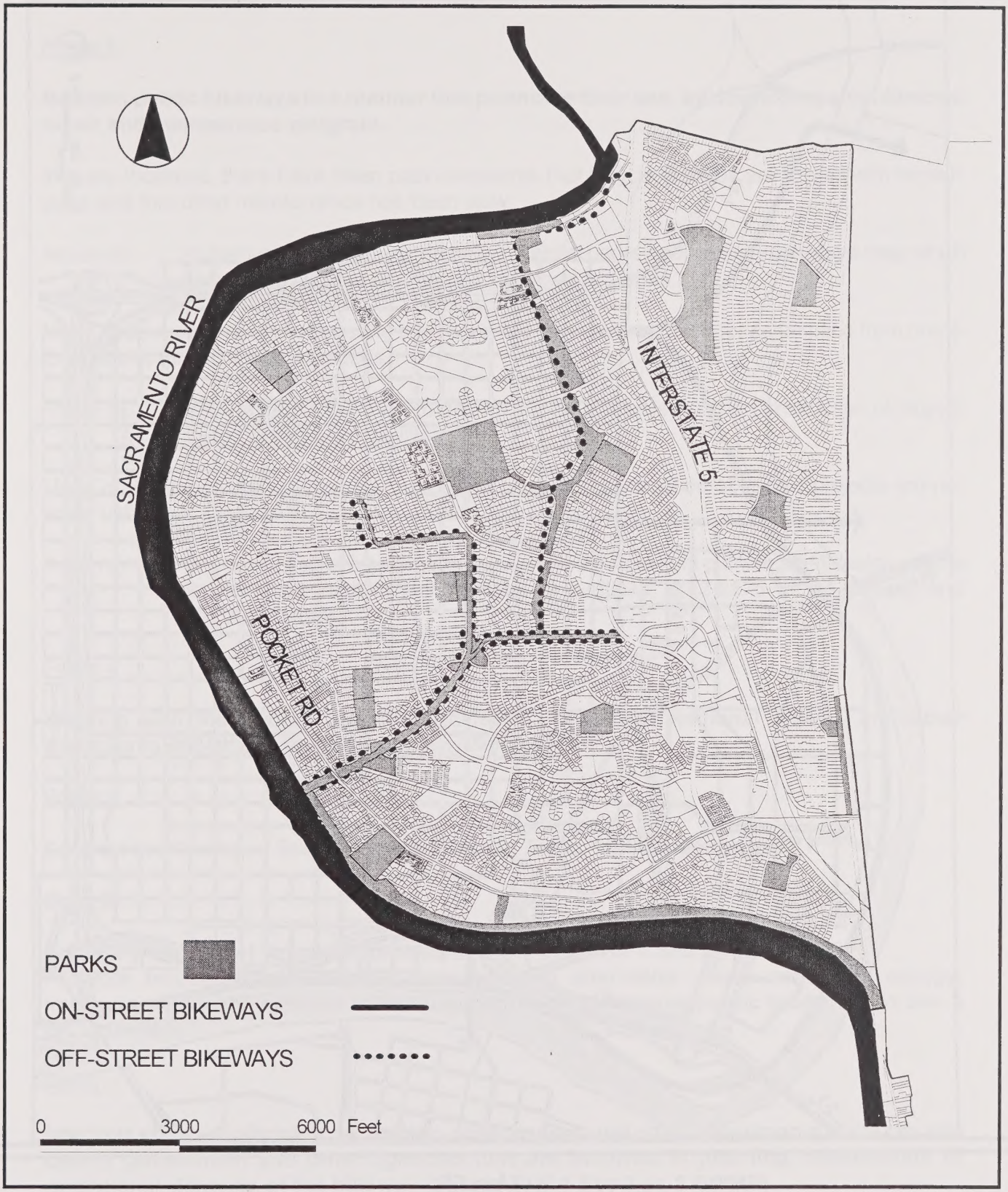
(Amended 11/9/93 by Reso. #93-632, 633, 634)

Map 5A



POCKET COMMUNITY BIKEWAY PLAN

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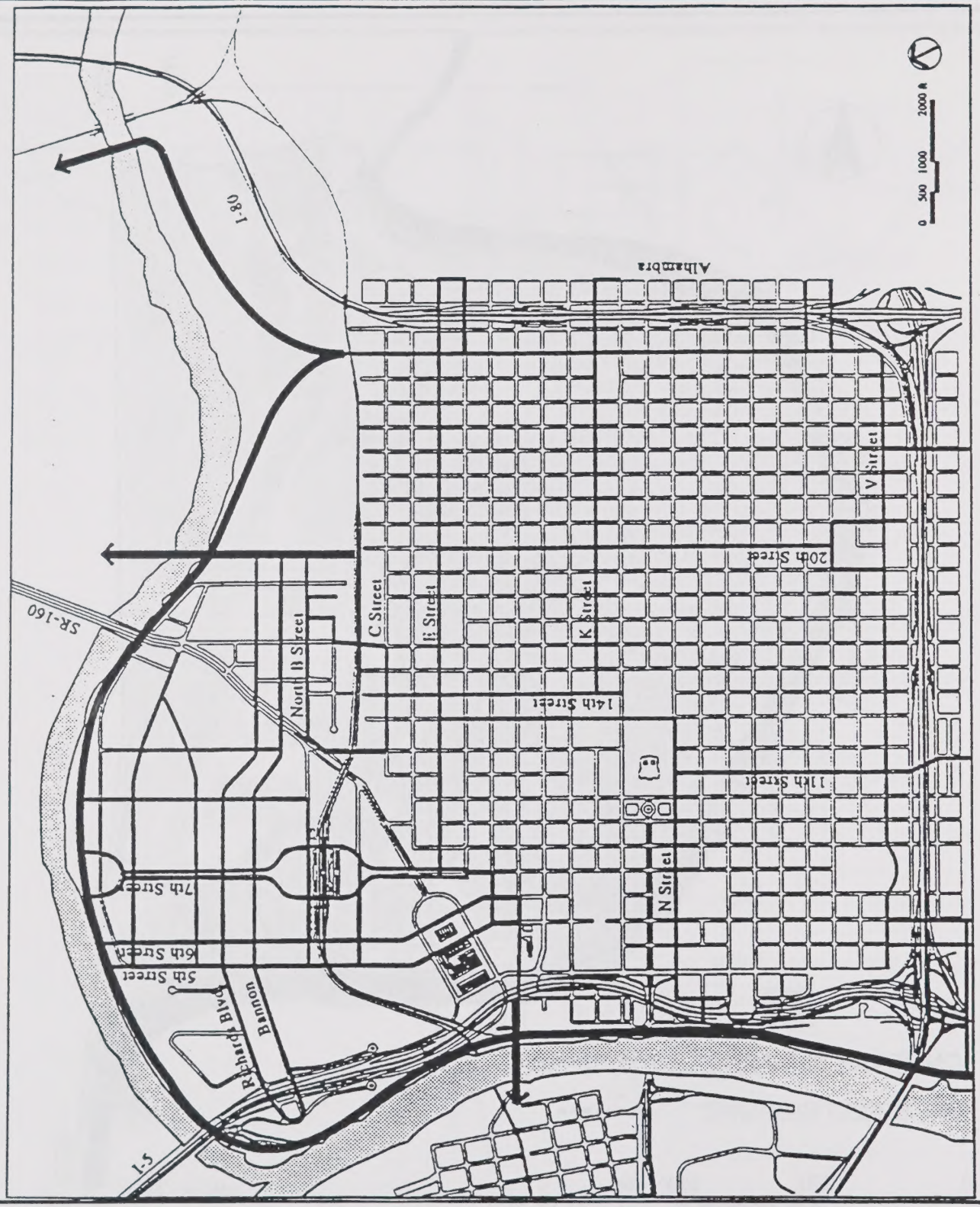
(Amended 4/11/95 by Resolution #95-160)



Map 5B
Central City: Bikeway Master Plan
General Plan

Off-Street
On-Street

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update 1986-2006

(Added 12/14/93, by Resolution #93-740)

Policy 3

Maintain public bikeways in a manner that promotes their use, by developing a continuous repair and maintenance program.

In many locations, there have been past complaints that bicycle facilities are littered with broken glass and that other maintenance has been slow.

Action a): Publish and regularly distribute to potential users a community bikeways map which designates classes of bikeways and their locations.

Many people are unaware of existing bicycle routes that could be used for commuting from home to work and for recreation purposes.

Action b): Make extensive efforts to secure funds available for the construction of bicycle routes and related facilities.

Many of the transportation fund sources which allow for construction of bicycle projects are not being utilized.

Action c): Upgrade existing bikeways to conform to the minimum planning and design criteria for bikeways established pursuant to sections 2372-2376 of the Streets and Highways Code.

Policy 4

Working with the County, Bikeway Advisory Committee, Regional Transit, and other agencies to implement the 2010 Bikeway Master Plan.

Policy 5

Support the County of Sacramento's "Rails to Trails," bikeway program.

Goal B

Provide a network of safe and convenient bikeways. (Vol-1 Sec 3 pg 3 BWMP)
Promote bicycling as a feasible transportation alternative which conserves energy, improves air quality, reduces traffic congestion, and improves public health. (Vol-1 Sec 3 pg 11 BWMP)

Policy 1

Integrate efforts of planning, recreation, public works, and other departments of the city and county government and other agencies that are involved in planning, construction of operational elements of the bikeway system. (Vol-1 Sec 3 pg 2 BWMP)

Policy 2

Promote law enforcement and educational awareness programs which would improve bicycle safety. (Vol-1 Sec 3 pg 3 BWMP)

Policy 3

Incorporate adequate street widths into street plans and developments to ensure a reasonable level of safety for bicyclists and motorists. (Vol-1 Sec 3 pg 5 BWMP)

Policy 4

Design on-street and off-street bicycle parking facilities for maximum security and, when possible, for protection from the elements. (Vol-1 Sec 3 pg 5 BWMP)

Policy 5

Provide appropriate bicycle signing for parking and storage facilities. (Vol-1 Sec 3 pg 6 BWMP)

Policy 6

Provide adequate signing, and other traffic control measures in all bikeway design plans to insure a reasonably high level of safety for bicyclists and motorists (Vol-1 Sec 3 pg 6 BWMP)

Policy 7

Promote and fund an effective maintenance program for bikeways and related facilities. (Vol-1 Sec 3 pg 8 BWMP)

Policy 8

Bikeway maintenance should provide a safe, clean smooth surface. (Vol-1 Sec 3 pg 8 BWMP)

Policy 9

Bikeways should take full advantage of the beauty and natural features of the Sacramento area by blending with the terrain and topography. (Vol-1 Sec 3 pg 9 BWMP)

Policy 10

Actively support legislation which will promote the policies of this plan. (Vol-1 Sec 3 pg 11 BWMP)

Policy 11

Require future developments to conform to the Bikeways Master Plan. (Vol-1 Sec 3 pg 11 BWMP)

Policy 12

Explore new financing mechanisms to construct and maintain bikeways. (Vol-1 Sec 3 pg 11 BWMP)

Policy 13

At the time of new street construction, pavement overlays, or seal coat operations, all bikeways within the project limits as detailed in this master plan shall be implemented. (Vol-1 Sec 3 pg 11 BWMP)

Policy 14

To improve operator awareness of, and competence in, bicycle transportation through enforcement of existing traffic laws and regulations governing bicyclist. (Vol-1 Sec 8 pg 2 BWMP)

Policy 15

To teach the traffic law to all bicyclists.

Policy 16

To develop bicycle-transit facilities in areas which integrate land use and transit linkages. (Vol-1 Sec 14 pg 2 BWMP)

Policy 17

To provide bicycle-transit facilities in new and existing pedestrian and transit friendly developments. (Vol-1 Sec 14 pg 2 BWMP)

AIRPORTS

The Sacramento area has an unusually complex airspace due to the proximity of three major facilities, Sacramento Metropolitan Airport, McClellan and Mather Air Force Bases, plus two general aviation airports within the City., and others nearby. Executive Airport is located in the Airport-Meadowview Community and Natomas Air Park is located in the North Natomas area, General aviation facilities will be needed in the future to meet future demand. However, the area will be losing capacity needs to be addressed on a regional basis.

Within the City limits, the only heliport is located at Executive Airport. Several helipads are also within the City for public, private and emergency uses. As traffic congestion increases on the City's streets, requests for additional heliports and helipads may be anticipated. Noise and safety are the issues of concern. The already complicated airspace in the Sacramento area will become increasingly more complex with increased helicopter activity.

The airports have restrictive land use designations in their immediate vicinity. Compatible land uses are those that are not affected by the noise generated by aircraft operations and those that limit the concentrations of people. These issues are addressed by airport land uses plans and in decisions concerning development around Sacramento airports.

Sacramento Metropolitan Airport's position and future growth in the Northern California air transportation market will improve ground transportation system that complement air transportation schedules. The North Natomas Community Plan and SACOG's Sacramento Light Rial Extension Study identify a light rail transit extension route between the airport and downtown Sacramento.

GOALS,POLICIES, ACTIONS FOR AIRPORTS

Goal A

Promote general, commercial and military aviation facilities within the parameters of compatible surrounding land uses.

Aviation is an important segment of Sacramento's economic vitality. In order to function as they need to, each of the four separate airport facilities desires compatible land uses within certain radii of their runways ad ground operations and within certain noise contour levels. The City recognizes these important factors in land use decision making.

Policy 1

Adopt and maintain compatible land use designations adjacent to Sacramento Metropolitan Airport and McClellan and Mather Air Force Bases.

The three airport facilities have Comprehensive Land Use Plans which identify the various safety zones and noise impacted areas. Compatible land uses are identified for each zone.

Policy 2

Adhere to the land uses set forth by the safety zone map for Sacramento Executive Airport.

The safety zone map and regulated land uses adjacent to Sacramento Executive Airport promote compatibility in the surrounding neighborhoods. It is important to make decisions on projects consistent with the Ordinance provisions.

Policy 3

Promote efficient ground connections from the City to its air transport facilities.

Policy 4

Limit helicopter usage to existing and designated areas determined by the Helicopter Ordinance for the City of Sacramento.

Emergency helicopter facilities provide a needed service to the metropolitan area. Where it is not a vital service, helicopter activity can be a nuisance to nearby residential and office and school environments. The placement of general use helicopter facilities should be carefully considered in light of the significant impacts they can cause on the surrounding environment.

RAILROADS

Sacramento has a long history as a railroad center. Goods and passengers from many areas are transported to, from, and through the City by rail. There are two major railroads in the Sacramento area, the Southern Pacific and the Union Pacific. In addition to freight traffic Amtrak serves the City, providing relatively frequent passenger service.

With two railroad lines traversing the city both north-south and east-west, there are conflicts with other forms of transportation. The north-south Union Pacific track is at-grade through the City, which has an impact on automobile traffic operations. The east-west line is also a barrier to automobile movement.

Railroads have played, and will continue to play, a large role in the commerce of the Sacramento region.Steps must be taken to assure that this vital role is not compromised consistent with other concerns of the community regarding pollution, noise, and safety.

GOALS, POLICIES ACTIONS FOR RAILROADS

Goal A

Maintain railroads as movers of goods and people to and from the City.

Policy 1

Facilitate railroad movement of goods and people through the City where it is not a matter of public health and safety.

Action a): Coordinate schedules to keep trains out of downtown during peak travel hours.

Action b): Study grade separations for at-grade crossings within the Central City.

There are over 20 at-grade crossings within the City, and both train and competing forms of traffic should be allowed to move as efficiently as possible. Efforts should be made to assure operation schedules that do not conflict with peak hour traffic.

Policy 2

Encourage and promote transcontinental passenger service to and through the Sacramento area.

Action a): The City should encourage the continued use of the Amtrak passenger service through promotional campaigns and direct correspondence with this transportation source.

DEEP WATER PORT

Although the Port of Sacramento is not within the City's political jurisdiction, it is located in the City's economic sphere of influence and has an economic impact associated ship canal provide direct access of bulk trade goods with the international market. The Port is pursuing an aggressive role as a major west coast port. Plans are underway to dredge the facility deeper in order to allow for larger vessels. Action is also being taken to establish the port as a foreign Trade Zone which allows it to compete with the more established ports in Oakland and Seattle.

GOALS, POLICIES, ACTIONS FOR THE DEEP WATER PORT

Goal A

Promote a first-class deep water port.

Policy 1

Support the Port's proposed deep water dredging and facility expansion.

It is a complex process to obtain government approvals to dredge the Sacramento River ship canal and turn around basin at the Port facility in West Sacramento. The City should provide support.

Policy 2

Assist the Port of Sacramento in becoming a Foreign trade Zone.

The establishment of the Port of Sacramento as a foreign trade zone would bring on increases of both export and import activity to the region. This activity would be an additional economic boost to Sacramento. The City should assist the port in whatever way feasible to achieve this policy.

Policy 3

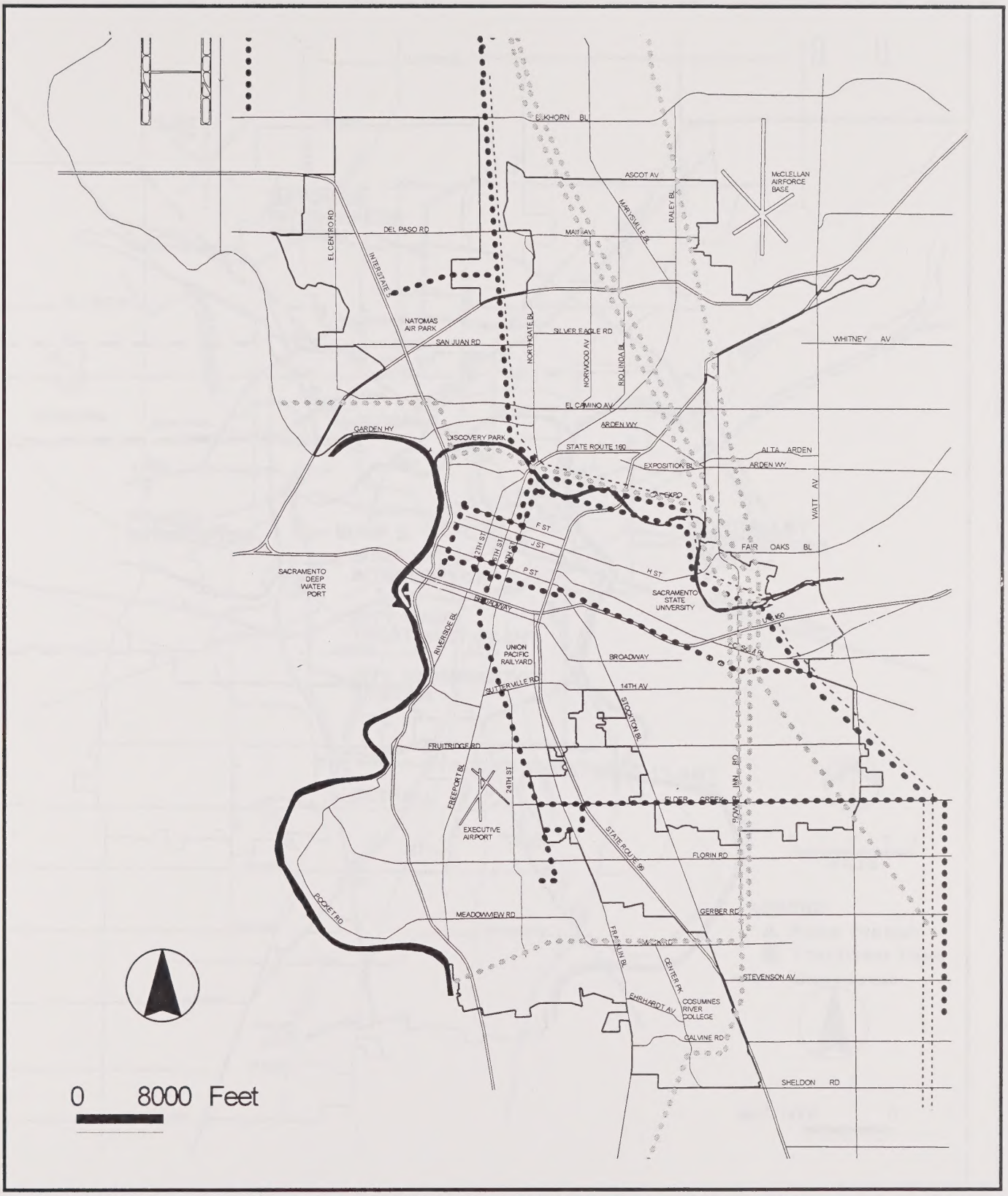
Promote continued development of Port facilities.

In order to promote Port development, new transportation facilities are needed. Joint planning studies with Yolo County, West Sacramento, and other jurisdictions are needed to ensure continued vitality of the Port. Caltrans long-range planning identifies the need for a southern access into the Port and residential developments in West Sacramento.

OTHER UTILITIES AND RELATED FACILITIES

Section Seven, the Public Facilities and Services Element, contains discussion of many City utility services such as water, sanitary sewer, drainage, telephone, cable, gas and electrical. For compliance with State Planning Law, Map 6 - Major Electrical Transmission Lines, and Map 8-Regional Sewer System are included in the Circulation Element as supplemental information on utility services and facilities. These maps show both existing and planned systems.

Map 6



MAJOR ELECTRICAL TRANSMISSION LINES

SMUD 230KV/115KV SYSTEM
PG&E 230KV/115KV SYSTEM
WESTERN AREA POWER 230KV SYSTEM

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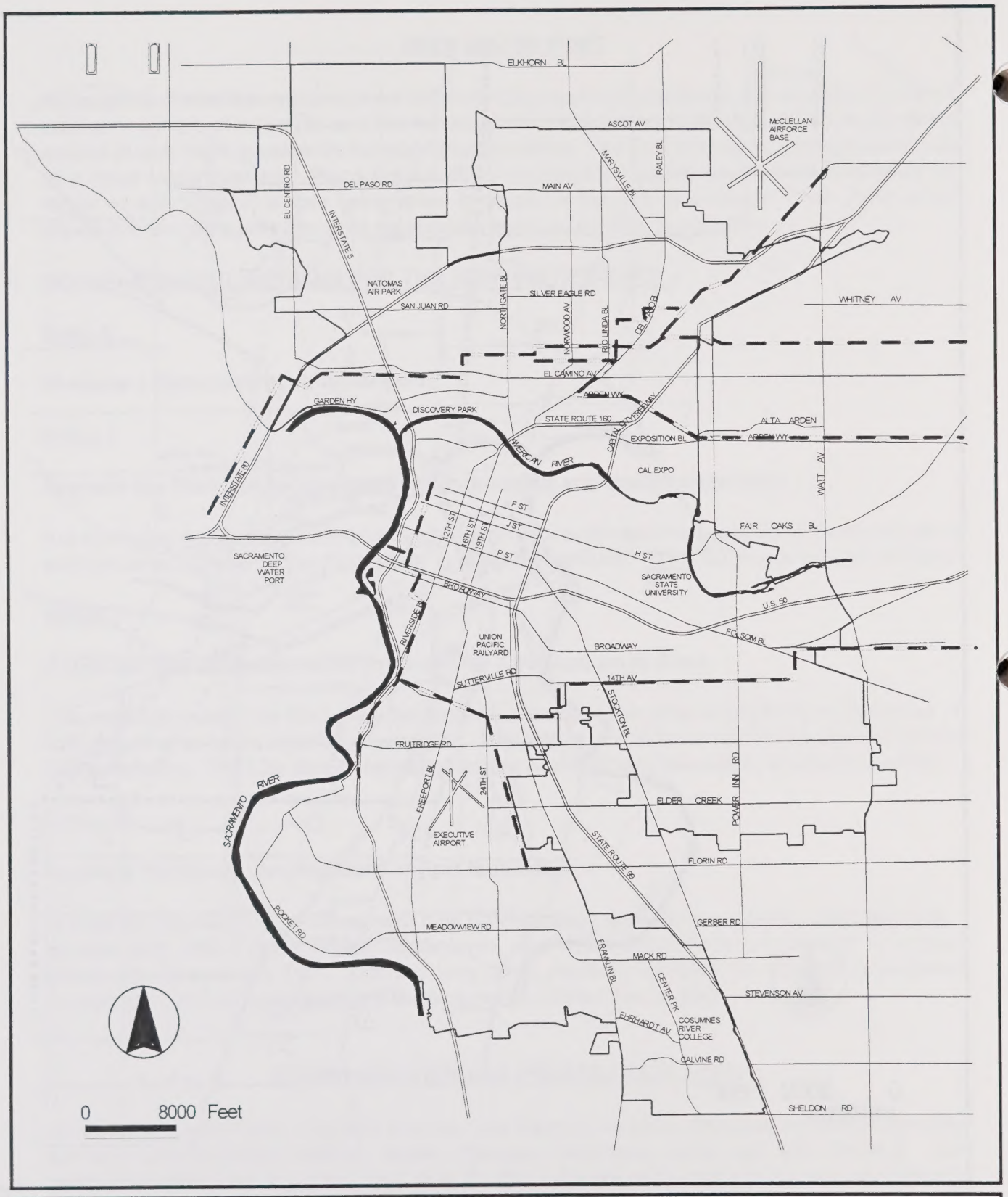
(Amended 11/22/94 by Resolution #94-686)

Map 7



PG&E GAS TRANSMISSION LINES

GAS TRANSMISSION SYSTEM

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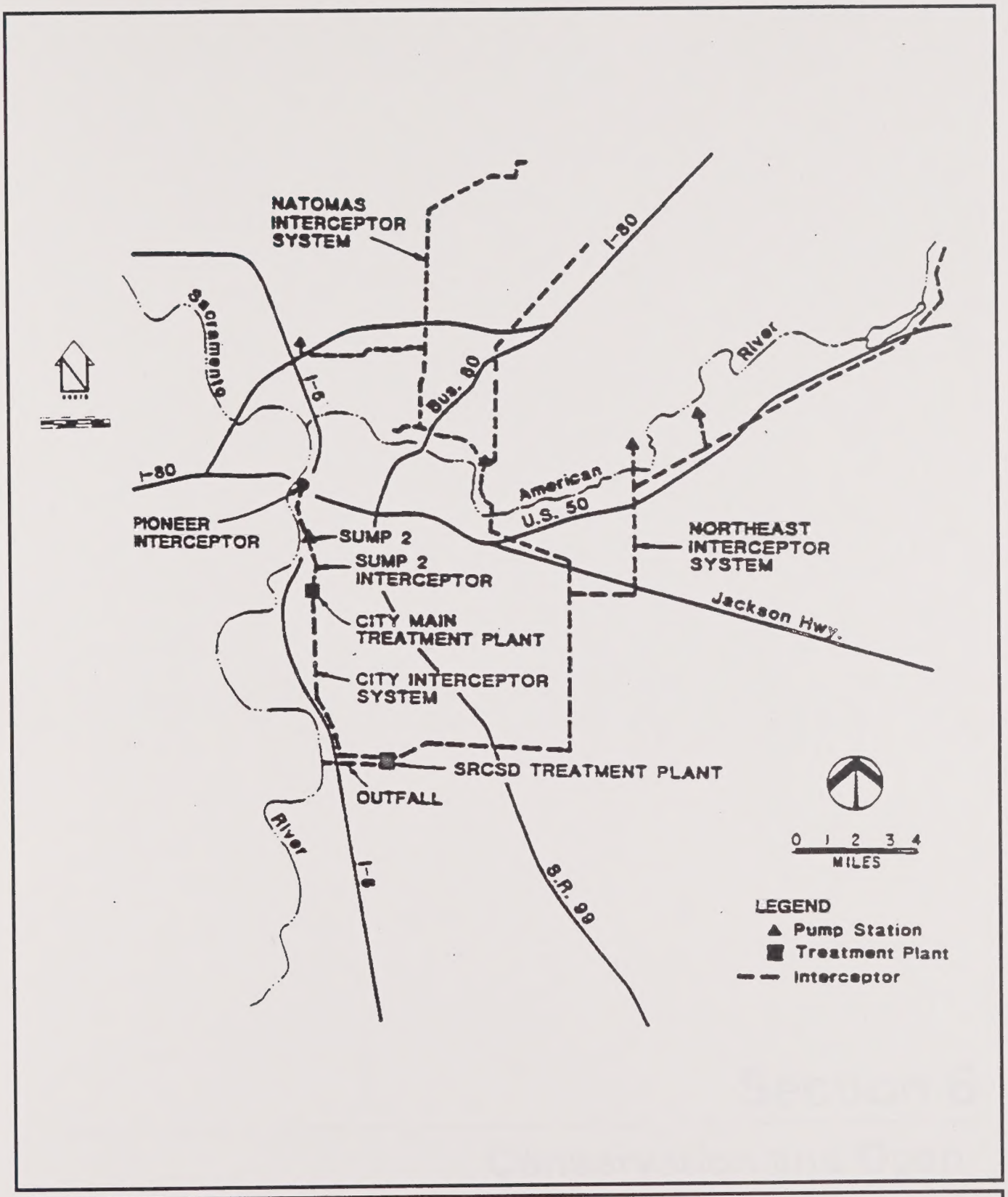

REGIONAL SEWER SYSTEM

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update 1986-2006

Section 6

Conservation and Open Space Element

CONSERVATION AND OPEN SPACE ELEMENT
SECTION SIX CONTENTS

CONTENTS **PAGE**

List of Tables

Table **Page**

List of Maps

Maps **Page**

CONSERVATION AND OPEN SPACE ELEMENT

INTRODUCTION

The General Plan is based upon urban development of the City. Many existing open space areas will be built upon within the next twenty year period. This element identifies current open space areas, and which of those are planned for retention as open space to serve Sacramento's urban environment of the future.

Sacramento is an urban area. The conversion and development of natural resources will occur within this urban framework. On the other hand, the Sacramento region has significant high quality open space areas devoted to agriculture and recreational uses. The City portion and its sphere of influence has two rivers, water with hydraulic force potential and minerals in the form of aggregate. Sacramento also has special urban open space qualities which should be preserved.

Sacramento needs to look at both its urban qualities and at the nearby rural qualities. Development on open space areas is inevitable as the City continues to grow and attracts further development. The challenge is to provide for the preservation measures should be taken that will provide a well balanced environment for generations to come. Table 1 indicates existing and planned inventory of vacant lands, and planned open space areas within the City.

OVERALL GOAL

Achieve and maintain a balance among the conservation, development and utilization of planned open space and natural resources.

The Sacramento region has become one of the fastest growing areas in the United States. A major reason for this fast growth is the City's livability. In order to maintain this livability, a balance will need to continue between development and environmental factors. These environmental factors include water quality and supply, flood control, recreational open space, agricultural lands in nearby unincorporated areas, mineral deposits and plant and wildlife preservation.

OPEN SPACE CATEGORIES

The following use definitions taken from Government Code Section 65560 are used in this Element to describe open space for the preservation of natural resources, for the managed production of resources, for outdoor recreation, and for public health and safety:

- Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of natural resources, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.

- Open space used for the managed production resources, including but not limited to, forest lands, rangelands, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.

Table 1
Existing and Planned Open Space Acreage

Community Plan Area	All Existing Open Space				Vacant Existing Open Space				Planned (Year 2016) Open Space			
	Park, Recreation	Water	Agriculture	Total	Park Recreation	Water	Agriculture	Total	Park, Recreation	Water	Agriculture	Total
Airport-Meadowview	229	0	1,662	1,891	68	0	0	68	297	0	0	297
Arden-Arcade	195	58	72	325	0	0	0	0	195	58	0	253
Central City	240	33	143	416	37	0	0	37	302	33	0	335
East Broadway	138	0	1,002	1,140	0	0	0	0	138	0	0	138
East Sacramento	435	52	165	652	0	0	0	0	435	52	0	487
Land Park	110	95	95	300	0	0	0	0	110	95	0	205
North Natomas	0	0	8,777	8,777	1,323 (1)	426	121	1,870	1,323 (1)	426	121	1,870
North Sacramento	452	0	3,575	4,027	361	0	0	361	813	0	0	813
Pocket	462	58	1,212	1,732	20	0	0	20	482	58	0	540
South Natomas	848	0	2,012	2,860	124	0	0	124	972	0	0	972
South Sacramento	95	0	3,345	3,440	52	0	0	52	147	0	0	147
Total Gross Acres	**3,204**	**296**	**22,060**	**25,560**	**1,985**	**426**	**121**	**2,532**	**5,214**	**722**	**121**	**6,057**

Sources: 1985 City Land Use Inventory
1992 Draft Railyards Plan Amendments
1994 North Natomas Community Plan

Note: Data for North and South Natomas include some County area.
(1) - Includes an estimated 70 acres of joint school/park acreage.

- Open space for outdoor recreation, including but not limited to areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.

- Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

OPEN SPACE FOR THE PRESERVATION AND CONSERVATION OF NATURAL RESOURCES

PLANT LIFE

Much of the urbanized area of Sacramento contains a variety of introduced flora common to an urban area. There are, however, several "untouched" areas which contain a variety of natural flora species.

The most dominant flora feature of the urbanized area is the large number of street trees throughout the City. There are approximately 200,000 street and park trees within the City limits. New plantings exceed removals by about 2,000 per year. Sacramento's efforts in tree planting and preservation have put it on the honorable mention list eight consecutive years as "Tree City USA".

The older trees, some having been planted at the turn of the century, are being plagued by arboreal insects, diseases and parasites which are threatening the health and aesthetics of these early planted species.

In 1977, a program of gradual removal and replacement of elm trees began to curb the spread of Dutch Elm disease. Mistletoe is another problem common throughout the area. The City provides help and supplies tools to the private sector to cut the parasite out of the trees it affects.

The City also started a "Heritage Tree" program, the purpose of which is to protect the very old trees that have a minimum trunk circumference of 100 inches. When such a tree is found in a developing area, no construction is allowed within the drip line and one half again the distance between the drip and the trunk of the tree.

The major non-urban areas in the City where native flora species still thrive are in North Natomas and in South Sacramento within the Laguna stream floodplain area.

In North Natomas, several well-developed stands of cottonwood-willow riparian woodland vegetation are present. These sites generally border drainage canals and the Sacramento River. Non-wooded riparian plants found in the area are tule, cattails, sedges, bulrushes and blackberry stands.

A large portion of the remaining area is devoted to agriculture, mainly rice, wheat, corn, tomatoes, sugar beets, and safflower. Small groves of oaks, black walnut and eucalyptus occur throughout the area.

Special study plants which could occur throughout the area are Bird's beak, Downing, Hedge-Hyscop and California Hibiscus.

In South Sacramento, there is a larger variety of grassland flora. Some of these grassland species are Blow Wives, Meadow Barley, Narrow-Leaved Orthocarpus and Butter-and -Eggs. The City portion of Laguna Creek has been heavily grazed and does not have any tall grasses or shrubs along its banks. A variety of vegetation exists in the vernal pools.

There are not many trees located in the open space areas of South Sacramento. Some of the native trees that are in the area are Cottonwood, Valley Oaks and Willow. Some may qualify as "Heritage Trees". There are some Blue Green (Eucalyptus) trees present, but they are not native to the area. There are no known endangered or special status flora species in the area.

WILDLIFE

As in the case of vegetation, the wildlife within the more urbanized areas of Sacramento are limited to domesticated animals, rodents and song birds.

In the North Natomas and open areas in South Sacramento, there is a large variety of wildlife species in the riparian woodland area along the drainageways. The area provides stop overs for migratory songbirds as well as roosting and cover for other animals.

The Sacramento and American Rivers contain a number of different fish species including Salmon and Steelhead Trout and Shad.

The special status , threatened, and endangered animals in the natural settings around the City are: Peregrine Falcon, Swainson's Hawk, Giant Garter Snake, Black-Shouldered Kite, Ringtail, Burrowing Owl, Short-Eared Owl, Prairie Falcon, Western Yellow-Billed Cuckoo and the Valley Elderberry Longhorn (VEL) Beetle whose habitat is in the American River Parkway and along portions of the Sacramento River as well.

PHYSICAL FEATURES AND SETTINGS

Vernal pools are a unique natural resource and a phenomenon to California's Central Valley. A vernal pool exists when the ground water recharge is at a grade level thereby causing a natural pool. The pools fill to their various depths during the winter and dry up in the spring or early summer depending on their depth. Unique flora species, as well as more general flora species, exist in the pools.

Vernal pools are located in both North and South Sacramento. As agricultural and urban construction grading occurs in and around the pools, the pools are either left in a degraded condition or plowed and graded under. In order to retain a vernal pool in its undisturbed and natural state, it is important to protect its surrounding watershed which in turn protects the natural hydrology. The defensibility of pool watershed will determine the feasibility of any conservation effort. Map 1 indicates the location of the City's floodplains, waterways and vernal pools.

Sacramento has a number of creek (streams) running through it. In North Sacramento, there are Dry, Magpie and Arcade Creeks. In South Sacramento there are Morrison, Elder and Laguna Creeks. These creeks are in varying stages of neglect, misuse and being polluted.

Dry Creek originates in Sutter County and flows in a southwesterly direction through North Sacramento where it is channelized and flows into the East Main Drainage Canal between Ascot and Main Avenue which is sparsely populated . This area is also considered a 100 year floodplain.

Magpie Creek originates in McClellan Air Force Base and flows southwesterly direction to a point near I-80 and Norwood Avenue where it then flows parallel to the freeway and westerly to the East Main Drainage Canal. It too has a 100 year floodplain between the freeway and Main Avenue in the north.

Arcade Creek, the largest of the three in North Sacramento, originates in Orangevale and flows southeasterly through Del Paso Park, forms the northern boundary of Haggin Oaks Golf Course then flows through the heart of North Sacramento to the East Main Drainage Canal. It is channelized through the populated areas and has levees on either side. It has flooded Hagginwood and Strawberry Manor Parks in recent years causing concern and damage to properties in the community.

None of the three creeks are appropriate for any kind of passive and non passive recreational uses. Arcade Creek does offer an aesthetic environment as it flows through the various parks and some neighborhoods.

Morrison Creek drains about 100 square miles above its confluence with Laguna Creek. Its waters do support fish, wildlife, and riparian vegetation. Morrison Creek is confined by levees within the City limits before it flows into Beach Lake.

Laguna Creek drains an area of 47 square miles above its confluence with Morrison Creek. The creek supports fish, wildfire, riparian vegetation , livestock watering, irrigation, and some fishing.

Elder Creek runs parallel to Morrison Creek and drains approximately the same amount of area. Its flow is channelized within the City limits. These three creeks plus smaller ones in the area (Unionhouse, Florin and Strawberry) make up the Morrison Creek Stream Group.

In 1963, Congress authorized the U.S. Corps of Engineers to prepare a flood control study of the Morrison Creek stream group. The study was completed in 1972 and submitted to Congress in 1975. In 1976, Congress authorized advanced engineering studies on a multi-purpose project involving an 11,000 acre-foot reservoir on Elder and Laguna Creeks, diversion of Morrison Creek flows to this reservoir, levee and channel work on streams east of-5, and a 7,800 acre flood retardation basin in the Beach-Stone Lake area. Phase I studies for this project should be completed in 1986 or 1987. These studies will include reevaluation of the earlier flood control study in view of watershed urbanization since 1972 and the Corps of Engineers new rainfall runoff modeling of the Morrison Creek basin.

As South Sacramento becomes more developed, rainfall runoff will become more of a problem and nuisance flooding will increase as will the 100 year floodplain for the Creeks in the area. The increase of runoff from newly urbanized areas will pollute the Creeks and Beach lake even more so. The Public Facilities Services Element will address the issue of storm drainage.

If the federal project is not implemented, the Creek beds and sidewalls would need to be paved with concrete, thereby eliminating the floodplain.

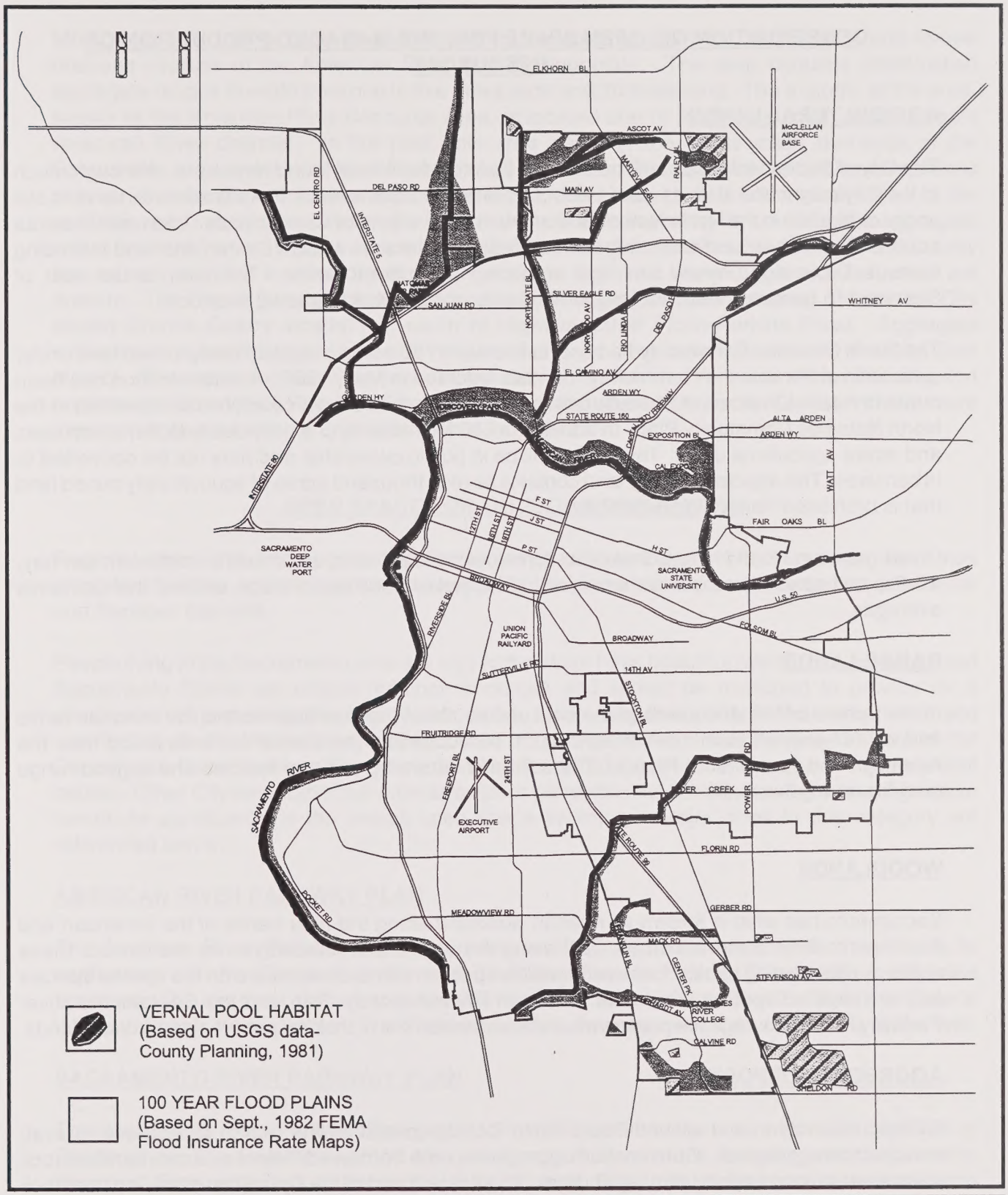
A Laguna Creek Floodplain Alternatives Study was prepared in 1984 which analyzed three alternative channelization proposals: channelization, modified 500 foot wide floodplain channel and channelization. The first two alternatives would have conservation and open space impacts.

Sacramento has an extensive system of floodways which protect most of the City from flooding. Levees constructed by the U. S. Army Corps of Engineers along the American and Sacramento Rivers, the East Main and Sacramento Drainage Canals and along Arcade Creek have provided flood control. As development occurs in the North Natomas, North Sacramento, and South Sacramento areas, and impervious surfaces increase; floodways will need to be engineered and built. The February 1986 storm exceeded the 100-year storm criteria and as a result taxed the floodway systems for Arcade, Magpie and Dry Creeks. In South Sacramento, engineering recommendations have been made for the Morrison Creek and Laguna Creek floodplains to accommodate a 100 year storm.

Although the floodways are utilized for what they are designed for - to relieve the river and stream channels during the winter storm period - they are virtually underutilized the rest of the year, with the exception of the American River Parkway. Many of the floodways become a dumping area for old tires and other debris. The City has no development guidelines for the floodways which could provide both active and passive recreational open spaces when they are not used for the diversion if storm runoff.

Watersheds within the City of Sacramento have, for the most part been covered with impervious surfaces. Those watersheds which remain are basically in North Natomas, north of Main Avenue in North Sacramento, in the Meadowview area and in the Laguna Creek area of South Sacramento. The Meadowview area is becoming rapidly urbanized and the North Natomas area will become urbanized, making it necessary to construct floodways and storm sewers. Urban infill in the remaining relatively small undeveloped areas would not cause an appreciable adverse impact.

Map 1



EXISTING FLOOD PLAINS, WATERWAYS, VERNAL POOLS
1986

WATERWAYS (Includes: rivers, creeks, drainage canals)

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update 1986-2006

CONSERVATION OF, OPEN SPACE FOR, THE MANAGED PRODUCTION OF RESOURCES

AGRICULTURAL LANDS

The City of Sacramento was built on some of the most fertile soil found anywhere. Although much of the City's agricultural lands have been consumed by urbanization, there is some fertile land still under cultivation in the North Natomas Community and adjacent County lands. Likewise, the area south of Sacramento and extending into the Delta; and the area west of Sacramento and extending towards Davis and beyond are high producing agricultural lands. The land to the east of Sacramento becomes less and less fertile, but is well suited for grazing livestock.

The North Natomas Community had approximately 6,730 acres of agriculturally zoned land under cultivation at the time the Community Plan was adopted in May, 1986. A determination has been made to retain 121 acres of agriculturally zoned land under built out conditions as identified in the North Natomas Community Plan. In addition, a 500 foot wide strip is provided to buffer urban uses and active agricultural uses. This buffer will be in public ownership and may not be converted to urban uses. The adjacent County land contains several thousand acres of agriculturally zoned land that is prohibited from being urbanized.

Crops grown in North Natomas are rice, tomatoes, wheat, corn, sugar beets, safflower, oat hay, alfalfa, and specialty crops such as kiwis. The yields from these crops exceed the California averages.

RANGE LANDS

In the Sphere of Influence area to the east and southeast of Sacramento the soil is not as fertile and will not support such intense agricultural production as the alluvial fan soils found near the American and Sacramento Rivers. The soil does support grassland species and is good range land for raising livestock.

WOODLANDS

Sacramento has what is known as riparian woodland along the river banks of the American and Sacramento Rivers and to some extent along the creeks and floodways. As mentioned, these areas are the nesting habitat for several wildlife species, some of which are on the special species and endangered species lists. The American River Parkway Plan and the Sacramento River Parkway Plan encourage the preservation and enhancement of their respective riparian woodlands.

AGGREGATE DEPOSITS

Existing minerals in and around Sacramento County consist of fine (sand) and coarse (gravel) construction aggregates. Construction aggregates come from two different sources, hardbed rock sources and river channel (alluvial) sources. The eastern part of the County must rely on hard rock sources which is mined by blasting and crushing bedrock. In the western United States alluvial deposits are in abundance, but the distance to usable markets determine cost effectiveness as well as adjacent land uses.

Most aggregate that is used by contractors in the area comes from the present and former drainage sources of the American River and its floodplain. The area contains construction aggregate ranges in width from one to five miles wide and 20 miles long. The majority of this area, known as the American River Resource Area, is located one to four miles south of the present American River channel. In the past, this area has met the construction demands of the Sacramento area, but is now reaching a point of depletion. The resource itself still exists-billions of tons - but development on or adjacent to these lands has resulted in the preemption of the available resources to the point where Sacramento will be importing its construction aggregate within the next five to 15 years depending on land use decisions within the County. The County has recently adopted a series of policies on land use decisions where aggregate resources are present. The City of Sacramento has only one viable aggregate site remaining. This is the City owned Granite Quarry located just south of Highway 50 at Florin-Perkins Road. Aggregate extraction is currently taking place and reclamation plans have been approved by the City, (see Map 2) . The remaining identified deposits are within the protected American River Parkway and northwest of Elder Creek Road and Elk Grove-Florin Road where development exists, infrastructure improvements are in place, or construction is imminent.

OPEN SPACE FOR OUTDOOR RECREATION

Regional, community and neighborhood parks are an important aspect of open space. Since they are public facilities and are maintained as such, public parks are addressed in the Pubic Facilities and Services Element.

People living in the Sacramento area are very fortunate to have beautiful rivers. The American and Sacramento Rivers are unique regional resources and should be managed to provide for a combination of preserving the natural open space, protecting the quality of the environment and contributing to the recreational opportunities. The American River Parkway Plan and the Sacramento River Parkway Plan were developed and adopted by their respective government bodies. Other City landmarks that provide outdoor recreation but are City owned or managed also contribute significantly to the overall open space inventory. Major ones in this category are referenced below.

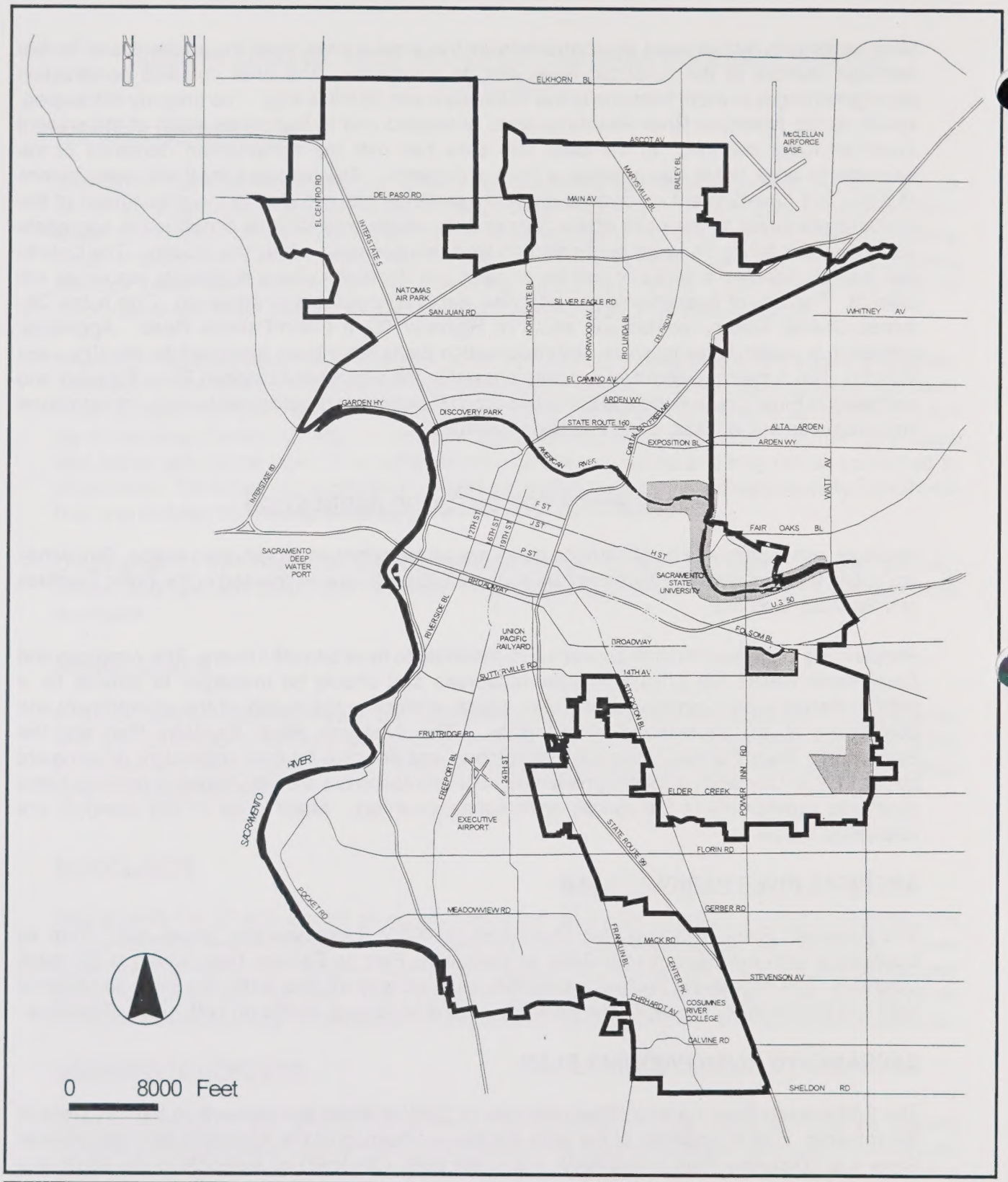
AMERICAN RIVER PARKWAY PLAN

The American River Parkway Plan (Amended in 1986) addresses the "lower river" from its confluence with the Sacramento River at Discovery Park to Folsom Dam which is 29 miles upstream. This segment of the river is classified as a "recreation" river within the State and Federal Wild and Scenic River System. The Parkway itself is of varying widths on both sides of the river.

SACRAMENTO RIVER PARKWAY PLAN

The Sacramento River Parkway Plan (adopted in 1997) address the area within the City limits of Sacramento. The boundaries of the area are the confluence of the American and Sacramento River s at Discovery Park to the north, I-5 to the east, City limits of Freeport to the south and midchannel (City limits) of the Sacramento River to the west.

Map 2



IDENTIFIED AGGREGATE RESOURCE AREAS

GRANITE QUARRY SITE

OTHER SMARA IDENTIFIED MINERAL DEPOSIT AREAS

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The components of the Sacramento River Parkway Plan are different from the American River Parkway Plan. The Sacramento River is classified as an "urban" river. There are a number of constraints to the Parkway which do not occur to the American River Parkway. Access to the parkway is difficult by both auto and foot. The parkway levee and berm are easily eroded by rain, flooding and wave actions from boating. Because the area is zoned "flood plain" the area is limited to simple facilities which can withstand inundation. Natural habitat is limited to a few areas. The area is narrow and in some areas this presents a problem where conflicting uses such as train tracks occur. Several areas along the levee and berm are privately owned. Residents who own property along the levee are opposed to any public development and use with the levee. A number of agencies would be involved in the parkway development which would create coordination problems. Several agencies are presently involved with maintenance of the levee. Problems with vandalism and trespass throughout private property along the levee have occurred. Funding development of the parkway by the City could be difficult.

Both the American River Parkway Plan and the Sacramento River Parkway Plan offer specific strategies, goals, and policies for the conservation, preservation, enhancement and utilization of their respective areas.

There are twenty-one marinas on the Sacramento River adjacent to the metropolitan area, and only one sanitary pump out station. In 1986 the City began to expand its Miller Park marina. Boats are often restricted to no more than five miles per hour. The riparian vegetation along the Sacramento River has been reduced to five percent of its predevelopment abundance. What vegetation is left is very important to human enjoyment of the river corridor and to the wildlife along the levee embankments.

UTILITY EASEMENTS

There are a number of utility easements throughout the Sacramento area that offer long uninterrupted open space. Some of these are being utilized for other activities such as bicycling and horse back riding. The South Natomas, North Natomas, and North Sacramento Community Plan contains policies to provide recreational uses within the utility easements whenever possible.

CAL EXPO

Cal Expo, the State fairgrounds facility, contains a large amount of underutilized open space. This open space is used as overflow parking during the State Fair, occasional concerts and a Saturday flea market. The site has potential for other uses behind the levee, not within the American River flood plain.

OTHER RECREATIONAL FEATURES

Sacramento is also fortunate in having other major land use features containing large open space areas. These include the State Capitol Park, Sutter's Fort, California State University, various sports complexes and golf courses.

CONSERVATION AND OPEN SPACE NEEDS FOR PUBLIC HEALTH AND SAFETY

GROUND AND SURFACE WATER

Ground and surface water quality, distribution and conservation issues are contained in the Public Facilities and Services element. The open space issues as they relate to ground and surface water are addressed throughout this element.

RIVER LEVEES

The many miles of river levees along the American and Sacramento Rivers offer a unique open space experience while providing for the public's health and safety. The levee system is varied and complex, particularly along the Sacramento River. The levee system along the Sacramento River extends from Nimbus Dam to its confluence with the Sacramento River. The crown of the levee system is used for bicycling, horse back riding, running, walking and for authorized vehicle access. Vistas of both an urban and rural character are enjoyed from the levee.

SPECIFIC GOALS, POLICIES, ACTIONS

PRESERVATION OF NATURAL RESOURCES

Goal A

Implement the Master Plan for Park Facilities and Recreation Services

The Parks and Community Services Department has developed a comprehensive plan for the acquisition, development, and maintenance of parks, open spaces and flora in public areas. The standards in the Parks Master Plan are desired goals and non minimum requirements. The Master Plan is part of the General Plan and is updated from time to time.

Policy 1

Continue programs for the planting and maintenance of trees, grass , floral displays and other public landscapes both in the parks and on other City land such as street medians, public buildings and grounds.

The City has an extensive street tree program. Efforts to maintain and enhance this program should be encouraged.

Policy 2

Continue to implement the Heritage Tree program.

The City' s Heritage Tree program assures that heritage trees appearing on any new development proposals will be retained according to the City Ordinance affecting such trees. It is important that this program continue.

Policy 3

Continue to assist the efforts of the County and the Sacramento Tree Foundation in identifying, acquiring, and creating appropriate locations for urban forests and greenbelt.

Such appropriate locations may include, if development of the bufferlands surrounding the SRCSD waste water treatment plant prove infeasible, open space lands subject to flood hazards, lands delineating urban and rural uses, and sites containing significant native plant communities.

Goal B

Retain the riparian woodlands and grassland vegetation along the waterways and floodways in North Natomas and South Sacramento insofar as possible.

Policy 1

Protect the wooded areas along the waterways and drainage canals insofar as possible.

There are several well-developed stretches of Cottonwood-Willow riparian woodlands along the drainage canals which offer habitat to wildlife species of which many are endangered.

Policy 2

Explore ways to conserve a modified floodplain environment along Laguna Creek in South Sacramento to the extent feasible.

The City should protect the modified floodplain along Laguna Creek and conserve some of the natural ecosystem along the creek when the surrounding area is built out.

Goal C

Conserve and protect the planned open space areas along the American and Sacramento Rivers, floodways and undevelopable floodplains to the extent feasible.

Policy 1

Retain the habitat areas where known endangered wildlife exists to the extent feasible.

The elderberry bushes along the Sacramento River Parkway are the home and food for the threatened VEL Beetle. The riparian woodland along the American River and agricultural drainage areas are roosting and cover areas for the following endangered species: Peregrine Falcon, Swainson's Hawk, Giant Garter Snake, Black Shouldered Kite, Ringtail, Burrowing Owl, Prairie Falcon, and the Western Yellow-Billed Cuckoo. Eliminating the natural flora in these areas would lower the chances for these species to exist; and in the case of the VEL Beetle, it would become extinct without the elderberry bush.

Policy 2

Encourage the State Department of Fish and Game to retain and enhance the fish communities in the area's waterways.

The American and Sacramento Rivers and the various waterways provide a large number of fish species including anadromous species which return each year from the sea. Care must be taken to protect these species from being overfished and programs must be supported that will enhance their populations for generations to come.

Goal D

Work with the County of Sacramento to identify, protect and enhance physical features and settings that are unique to the area to the maximum extent feasible.

There are areas such as vernal pools and ancient Indian burial grounds that are within the City's Sphere of Influence which should be managed by a coordinated effort between the City and the County.

Policy 1

Conserve vernal pools with rare and endangered species to whatever extent feasible.

Vernal pools offer unique vegetation not found anywhere else and provide wildlife habitat for various species. Their destruction due to urbanization is inevitable. Those vernal pools that have been identified to contain endangered plant species should be retained to whatever extent feasible.

Policy 2

Work with all interested parties to protect ancient burial grounds threatened by development activity and preserve their artifacts, either on-site or at a suitable relocation, to the extent feasible.

Ancient Indian tribes used various locations within the City limits and influence area for burial grounds. These burial grounds are a unique heritage. When threatened by development, these sites should evaluated for their content and uniqueness. The sites should ether be preserved or their contents removed and preserved at a new location depending upon an analysis of the site and the development factors involved.

Goal E

Establish development standards for water related open space lands throughout the City to enhance the visual amenities of these uses.

Policy 1

Explore ways to reverse degradation and pollution and enhance the beauty and wildlife habitats of creeks and drainage canals.

Many of the creeks have been degraded and polluted within the open space and channelized areas as urbanization occurred. Steps are being taken to reverse the degradation and to enhance the stress beds and adjacent floodplain areas.

Policy 2

Explore ways to preserve the undeveloped open space areas and wildlife habitats along Dry Creek, Arcade Creek, Magpie Creek, Fisherman's Lake, the area south of Woodlake Park, Morrison Creek, Elder Creek, Laguna Creek, , Beach Lake, and drainage canals.

The open space floodplain areas along the creeks and drainage canals offer habitat to migratory fowl and other wildlife, some being endangered species, and offer limited opportunities for passive recreation. The only alternative is to channelize the creek beds and turn the floodplain areas into impervious surfaces, thereby creating drainage impacts.

Policy 3

Design new floodways to be built in North Natomas and South Sacramento, to be aesthetically pleasing and offer limited passive recreation as well as wildlife sanctuaries.

Instead of becoming unusable and debris-ridden when they are not being used to store floodwater, the floodways that will need to be built in North Natomas and South Sacramento should have design amenities so that they may be used for open space recreation and wildlife sanctuary places.

CONSERVATION OF, AND OPEN SPACE USED FOR, THE MANAGED PRODUCTION OF RESOURCES

Goal A

Retain land inside the City for agricultural use until the need arises for development, and support actions of Sacramento County to similarly conserve its land until needed for urban growth.

Almost all agricultural land in the City is located in North Natomas. Accordingly, phasing the conversion to urban uses through implementation of the North Natomas Community Plan policies is the only policy applicable within the City's current boundaries.

Policy 1

Phase the conversion of agricultural lands to urban uses while implementing the policies of the North Natomas Community Plan.

The general development agreements and the PUD process will consider and provide for the orderly phasing of development, and implement the policies that have been set.

Policy 2

Work with Sacramento County to explore the feasibility of an agricultural preservation plan.

Preservation tools such as transferable development credits could be examined as well as other programs which are being used effectively in other parts of the State and country.

Goal B

Comply with the State's Surface Mining and Reclamation Act requirements, and conserve newly discovered aggregate deposits for extraction and land reclamation wherever feasible.

Policy 1

Adopt the Surface Mining and Reclamation Act map and mineral land classification information.

The Surface Mining and Reclamation Act's Map and its mineral classification and designation information prepared by the State Geologist is hereby incorporated by reference and made a part of this Plan as if fully set forth. A copy of this map classification and designation information is on file at the Planning and Development Department.

Policy 2

Continue to have aggregate deposits extracted and the reclamation plan implemented for the Granite Quarry site at Florin-Perkins Road south of Highway 50 until the resource is depleted.

The Granite Construction Company leases the quarry from the City of Sacramento. Upon full extraction and reclamation there is a unique opportunity to develop the site with recreational uses.

Policy 3

Encourage research and data gathering efforts aimed at locating and identifying mineral resources within the City and County, and use this information in a long-range and continuous mineral conservation effort integrated into comprehensive planning programs.

Policy 4

Adopt implementing procedures to aid in the preservation and possible future extraction of any newly discovered mineral resource areas.

The City recognizes the importance of conserving and developing identified mineral resources and will use the information prepared by the State Geologist and the County in its ARMTAC Report when making land use decisions.

OUTDOOR RECREATION

Goal A

Conserve and protect the Sacramento and American Rivers, their shorelines and parkways.

The Sacramento and American Rivers are regional resources for open space, recreation and the enhancement of the natural ecosystems. The Sacramento area is fortunate to have two rivers that contain a high quality of water that support numerous fish and amphibian species. Further encroachment of either river should not occur.

Policy 2

Implement the goals and policies of the Sacramento River Parkway Plan, and amend the Plan to include updated information and recommendations from the Sacramento River Marina Carrying Capacity Study.

The Sacramento River Parkway Plan is a comprehensive plan for the Sacramento River Parkway. The plan has been adopted by the City and contains goals and policies of the City.

The plan, however, should be updated to reflect the present condition of the parkway and the needs of the City. Recommendations for the City from the Sacramento River Marina Carrying Capacity Study were prepared for the California State Lands Commission, May 1986, and should be reviewed and approved by the City Council.

Policy 3

Prepare and adopt plans for including more recreational activities within utility easements whenever possible.

Utility easements offer opportunities for a number of varied recreational uses. These opportunities should be taken advantage of and appropriate recreational uses should be provided along the easements.

Policy 4

Work with the State to develop additional use of its open space areas at Cal Expo in a manner consistent with the American River Parkway Plan.

Cal Expo, as a centrally located facility with a considerable amount of unused open space, should be considered for additional recreational activities. These new uses would be located in the open space area behind the levee, not within the American River flood plain.

PUBLIC HEALTH AND SAFETY

Goal A

Continue to work toward providing a levee system which protects the community from flood related hazards and makes use of its open space areas where appropriate.

Policy 1

Support levee reconstruction with appropriate crown widths for recreational use to the extent feasible.

Levee crowns offer potential for compatible and varied recreational uses. There are a number of levee crowns along the Sacramento River levee system that could offer more recreational benefits when they are improved.

Section 7

Public Facilities and Services Element

PUBLIC FACILITIES AND SERVICES ELEMENT
SECTION SEVEN CONTENTS

CONTENTS **PAGE**

List of Tables

Table **Page**

List of Maps

Map **Page**

PUBLIC FACILITIES AND SERVICES ELEMENT

INTRODUCTION

This Element of the 1986-2006 Sacramento General Plan discusses public facilities and services. Other land use element sections in this plan discuss residential land use and commerce and industry land use.

The emphasis of this Element is major municipal facilities and services, those required to serve urban development in the City. The services are classified into two categories: utility services and public services. Utility services are sometimes commonly referred to as "infrastructure" and include water, sanitary sewers, and drainage. Other types of utility services include telephone, cable, gas and electric services. Public services include solid waste removal service, schools, fire service, police service, library service, parks and recreation service and medical service. A number of other public or quasi-public facilities serve the Sacramento area, but are not addressed in this text because of limited City control of their on-going operations. Those shown on the Land Use Map in this category include the North Natomas Sports Complex, McClellan AFB, and the U.S. Army Depot.

The City of Sacramento is rapidly increasing in population and development. Due to this growth, a major policy of the City is to provide adequate municipal services. In addition to the full range of services provided by the City, there are special districts, assessment districts, private companies and combined governmental agencies providing municipal services within and outside of the City limits. It is important that these services are coordinated with the expected growth.

The goals, policies and programs of this Element are interrelated with the other General Plan elements and will strongly influence the rate and location of new development which in turn stabilizes and improves existing development. The purpose of these goals, policies and programs is to ensure the health, safety and welfare of residents.

OVERALL GOALS

The following overall goals give general direction in meeting the needs of the public facilities and services:

Goal A

Provide and maintain a high quality of public facilities and services to all areas of the City.

The City of Sacramento is fortunate to have a full range of municipal facilities and services. The maintenance of these services is an essential factor to consider in existing and newly developed areas. The City should continue to provide adequate public facilities and services in newly developing areas and direct funding for improvement in existing areas to ensure the health, safety and welfare of residents.

Goal B

Time all new public facilities and services as closely as possible to approved urban expansion.

Urban growth in the City is occurring at a rapid pace. It is important that appropriate facilities and services are coordinated and in place as new communities are developed and financing of those services and facilities not directly controlled by the City.

The City will continue to use the Capital Improvements Program, the City budgetary process, and other financing programs to ensure that adequate services are available to support, in a timely fashion, growth in new communities and within the existing urban area.

Goal C

Provide infrastructure for identified infill areas.
The City actively promotes infl. development through incentives as a means to prevent urban sprawl and to keep existing communities vital. The City should continue to support existing and future efforts to provide infrastructure in constrained infill areas.

Goal D

Achieve economy and efficiency in the provision of services and facilities.

The City should continue to coordinate with utilities and other service provider when meeting the infrastructure needs for newly developing areas. In addition, the City should explore ways in utilizing energy-saving measures and principles such as co-generation in designing new public facilities used in the production for energy.

Goal E

Design public facilities in such a manner as to ensure safety and attractiveness.

Utilities and related infrastructure should be designed and constructed in a manner to prevent possible visual blight and ensure safety to Sacramento residents. The City should continue to support and encourage the construction of utility lines underground and provide safe, attractive infrastructure. Existing and newly constructed infrastructure should be maintained.

UTILITY SERVICES

WATER

The City currently provides water service from a combination of surface and groundwater sources. Surface water, which comprises approximately 85 percent of the total, is diverted at three treatment facilities: the Sacramento river Water Treatment Plant, the Riverside Water Treatment Plant, and the American River Water Treatment Plant. Generally speaking, the City area south of the American River is served by water from these three facilities. North of the American, part of the South Natomas and part of North Sacramento are also served with surface water. The remaining portion of the north City area is served by wells. Eventually, the City intends to service most of the north area with surface water.

The Sacramento and American River treatment Plants have a combined capacity of 190 million gallons per day (mgd). They can ultimately be expanded 545 mgd. The Riverside Treatment Plant has a capacity of approximately 10-15 mgd and is not designed for any major expansion.

In 1985, the City's average maximum daily water demand was 180 mgd. The peak hour rate is estimated at 160% of the maximum daily average.

In addition to the treatment facilities, the City operates five storage reservoirs each with three million gallons. Another three million gallons of capacity and an underground storage facility of fifteen million gallons. Another three million gallon tank is planned for construction in the Robla area. Placement of water distribution facilities is determined by the City as development plans are formulated.

A Sacramento Area Water Resources Study was conducted for the City, County and Arcade Water District in 1983-1985. As a result of the study, a management plan was prepared but has not been officially adopted by the City. The plan recommends a course for the City and County for the next 44 years until the year 2030. The basic elements of the plan implementation are the following:

- Surface Water Management including the Capital Improvement Program.
- Groundwater Management Program
- Sources of Financing
- Institutional Arrangements
- Implementation Activities

Projected Needs

The City has the rights to enough quality surface water to supply all planned growth within the City limits until buildout. However, there is evidence that ground water supplies in the Sacramento area are being depleted, often resulting in a lowering of quality. Conversely, the surface water is not being fully utilized. The City of Sacramento has surface water entitlement which exceed its current needs and possibly its future requirements. These entitlement were based on the assumption of the City limits being expanded to a larger area than currently exists. Most of the area's growth has occurred outside the City limits with water needs being met by ground water extraction and delivery being provided by 21 additional water agencies. As growth continues throughout the metropolitan area, there has been an interest to develop[a water resource plan that has acceptable institutional, financial, and legal terms for all those agencies affected. There are a number of issues surrounding the management of the area's water resources.

First, the City of Sacramento has surface water rights to the Sacramento and American Rivers which are fixed by a permanent contract with the U.S. Bureau of Reclamation. The authorized area under this permit does not include the entire metropolitan area. The City, however, has not put its rights to full use for either river. It must do so for the Sacramento River by 1988 and for the American River by 2030. The expiration date for the Sacramento River rights is December 1988. Originally, it was 1960. However, the State of California normally approves extensions for municipalities that are still growing. The City has received three such extensions.

Second, ground water is being pumped outside of the City by individuals, organized districts and private utilities. The City also pumps ground water in annexed areas north of the American River. This pumping has caused the ground water levels to decline in some areas, thereby increasing pumping costs.

Third, City water treatment facilities must be expanded as delivery of treated surface water to areas now being served by ground water increases. Transmission and storage facilities will also be needed.

Fourth, there is inadequate overall coordinated management of water resources in the area. The increase of providing surface water to those areas now dependent on ground water will require coordinated roles for the City, County water districts and private utilities.

Fifth, funding and repayment of capital expenditures for facilities to treat, transmit and store increased amounts of surface water will require an extensive financial plan. New revenue sources must be found and repayment to the City for its surface water must be secured.

As a charter City, Sacramento has the power to finance, build, and operate water facilities both inside and outside the City. The City has the authority under its charter to deliver water on a wholesale or retail basis to other water districts and to provide utilities outside of the City. The City can deliver surface water to areas within the City's American River Place of Use (POU) in one of two ways:

- Bulk water sales to public and private water agencies.

- Retail water sales to areas not served by another water agency.

For areas outside of the American River (POU) the City can deliver water to needed areas by:

- Retail water sales to unserviced areas by annexation.

- Bulk water sales to public and private water agencies with the agency obtaining its own water rights from the State Water Resources Control Board or through a contract with Bureau of Reclamation. The City will act as a service entity providing treatment and transportation of the surface water.

Under the proposed plans, the City's role will be to develop a long term surface supply program for the delivery of surface water to areas outside of the City and to the North Sacramento areas. The City will need to develop a standard set of development charges as well as bulk water delivery charges. An appropriate surcharge to cover the costs of existing facilities used to benefit areas outside of the City.

The consultant's report on the Sacramento Area Water Resources Management Plan recommend that the City commit itself to supplying treated surface water outside the City limits and that the County commit itself to groundwater management and to securing additional surface water supplies for areas outside the City's water rights area (see Map 1). The report also contained alternative financing plans. To implement the total management plan proposed by the consultant, the City and County should enter into an agreement that addresses the following:

- Contractual roles to be assumed by each party

- Services to be provided by each party

- Financial responsibilities of each party
- Method of allocating capital and operating costs

Contracted safeguards need to be developed in order to protect the long range regional program.

GOALS AND POLICIES FOR WATER

Goal A

Provide and improve water supply facilities to meet future growth of the City and assure a continued supply of safe potable water.

Policy 1

Develop and adopt a comprehensive water policy for the City of Sacramento that is consistent with a long range adopted plan.

Policy 2

Develop and implement a financing strategy which the City can use to construct needed water facilities.

Policy 3

Work with property owners to develop financing arrangements in order to provide needed water facilities.

Policy 4

Give high priority in the Capital Improvements Program to funding infrastructure in highly depressed and designated infl. areas.

Policy 5

Provide water service meeting or exceeding State and federal regulatory agency requirements.

SANITARY SEWERS

Treatment of sewage from the City of Sacramento is presently provided by the Sacramento Regional County Sanitation District (SRCSD). The SRCSD is responsible for the operation of all regional interceptors and wastewater treatment plants, except for the combined storm and sanitary treatment facility operated by the City. The District's Regional Wastewater Treatment Plant is located south of the City just east of Freeport. The Plant has an existing treatment capacity of approximately 181 million gallons per day (MDG) of dry weather flow and 392 MGD of wet weather flow. Sewage receives secondary treatment at the Regional Wastewater Treatment Plant and effluent is discharged into the Sacramento River.

In the older areas of the City (bounded by the Sacramento River on the west and 65th Street on the east, American River on the north and Sutterville Road on the south), the City currently has a combined stormwater and sewer system. This area is serviced by two pumping stations which transfer sewage to the Sacramento Regional Wastewater Treatment Plant for treatment. During heavy storms, excess flows from the combined system are treated at the City Combined Wastewater Treatment Plant located at 35th Avenue near South Land Park Drive.

The local wastewater collection is performed by two entities within the Sacramento Metropolitan area: County Sanitation District 1 serves South and North Natomas and Arden Arcade Community Plan areas, portions of East Broadway, South Sacramento and the unincorporated areas. The City provides sewage collection to approximately two thirds of all of the City and has 41sewage pumping stations in operation.

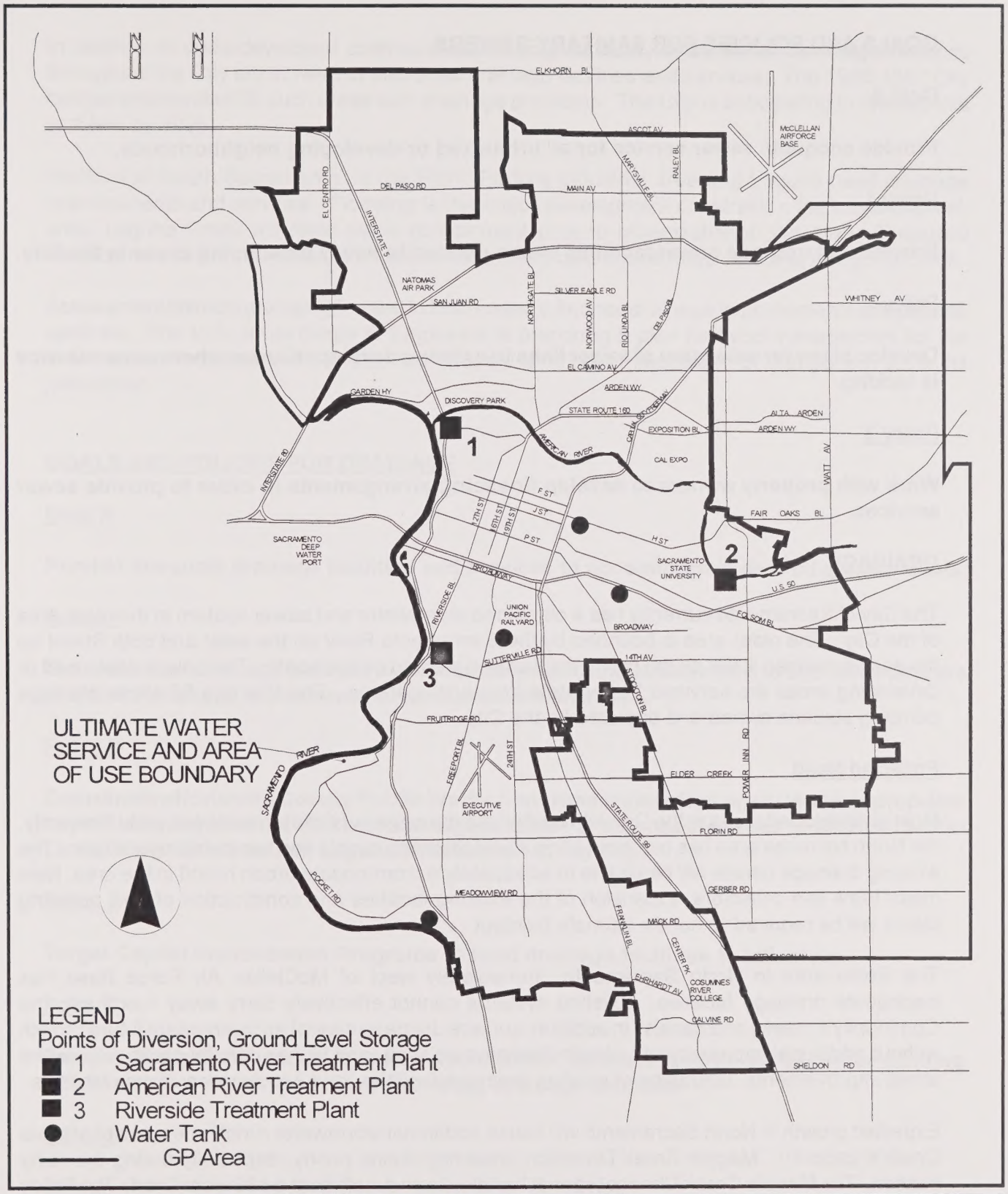
Projected Need

Currently, the SRCSD has plans to increase the capacity of the Regional Wastewater Treatment Plant to accommodate additional projected growth in the City and unincorporated areas. The projected sewage flow at full service area buildout is estimated at 129.1 MGD dry weather flow and 305.9 MGD wet weather flow. If district voters approve a bond issue to finance needed improvements, additional plant capacity could be on line by 1990. The Plant expansion, will be designed to handle an 180 MGD dry weather flow and a wet weather flow of 400 MGD.

The growth proposed in the City, especially in newly developing area, will require major sewer services. The existing North Natomas pump station will not accommodate ultimate development in the area, therefore, expansion of the station and sewer infrastructure is required. Phased in improvements are discussed in the Sacramento Sewage Expansion Study Final Report dated April 1993. All sewage generated from North Natomas development is to be conveyed to and treated at the existing Regional Wastewater Treatment Plant and discharged to the Sacramento River.

Development growth in North Sacramento, particularly in the West-of-McClellan area is limited because there are no local collection systems in most of the area. Expansion of the City sewer system is required in order to accommodate ultimate buildout.

Map 1



WATER RIGHTS APPLICATION
AREA AND MAJOR FACILITIES

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update 1986-2006

GOALS AND POLICIES FOR SANITARY SEWERS

Goal A

Provide adequate sewer service for all urbanized or developing neighborhoods.

Policy 1

Provide and upgrade sewer facilities where needed to newly developing areas in the City.

Policy 2

Develop plans for extension of sewer lines to existing developed areas where sewer service is lacking.

Policy 3

Work with property owners to develop financing arrangements in order to provide sewer services.

DRAINAGE

The City of Sacramento currently has a combined stormwater and sewer system in the older area of the City. The older area is bounded by the Sacramento River on the west and 65th Street on the east, American River on the north and Sutterville Road on the south. The newer developed or developing areas are serviced by separate drainage systems. The City has 83 storm drainage pumping stations owned and operated by the City.

Projected Need

Most undeveloped areas in the City will need urban drainage services when developed. Presently, the North Natomas area has two main agricultural drainage canals and two pumping stations. The existing drainage canals will be unable to adequately accommodate urban runoff in the area. New major trunk line collectors, expansion of the existing facilities and construction of new pumping plants will be required to handle ultimate buildout.

The Robla area in North Sacramento, immediately west of McClellan Air Force Base has inadequate drainage facilities. Existing systems cannot effectively carry away runoff into the Community's creeks and canals. In addition, surface drainage cannot accommodate future growth without additional improvements. North Sacramento's infl. and higher density areas will require street improvements, upgrading of existing drainage facilities, and construction of new facilities.

Expected growth in North Sacramento will cause additional stormwater runoff in excess of Magpie Creek's capacity. Magpie Creek Diversion presently drains poorly, especially during the rainy season. The Magpie Creek Channel cannot handle storm runoff from a 100-year flood. The Study recommended that the existing channel be improved along a straightened alignment to provide flooding protection in the presently developed areas and for future growth based on existing community plan designations.

In addition to underdeveloped communities needing services, small developed neighborhoods throughout the City are in need of improved drainage facilities and services. The 1986-1987 City budget enumerated 35 such areas with drainage problems. The City is anticipating to remedy this problem by 1995.

Portions of South Sacramento in the Florin-Perkins industrial area and Laguna need drainage improvements and services. Flooding is the major development constraint n the Laguna Creek area. Laguna Creek will need some containment prior to urbanization in the area. Proposed development in the unincorporated areas upstream could cause major flooding along the creek.

Assessment districts are being formed in both areas to finance drainage improvements and provide services. The U.S. Army Corps of Engineers is preparing a plan for flood management for the entire watershed area and the City has adopted a modified floodplain for that portion within its jurisdiction.

GOALS AND POLICIES FOR DRAINAGE

Goal A

Provide adequate drainage facilities and services to accommodate desired growth levels.

Policy 1

Ensure that all drainage facilities are adequately sized and constructed to accommodate the projected increase in stormwater runoff from urbanization.

Policy 2

Coordinate efforts with County Public Works Department and other agencies as appropriate to provide adequate and efficient drainage facilities and connector lines to service the Rio Linda, North Natomas and Laguna Creek areas of the City.

Policy 3

Target Capital Improvement Programs to fund drainage facilities in infl. areas.

Policy 4

Require the private sector to form assessment districts and/or utilize other funding mechanisms to cover the cost of providing drainage facilities.

Policy 5

Design visible drainage facilities to be visually attractive.

Policy 6

Study incentives for developer to provide necessary drainage lines in underdeveloped areas.

TELEPHONE, CABLE, GAS AND ELECTRIC SERVICES

Telephone

Local telephone service in the City is provided by Pacific Bell, Citizens Utilities and General Telephone. Most of the City, however, is served by Pacific Bell. Some areas in the southerly portions of South Sacramento are served by the Citizens Utilities and General Telephone.

The telephone companies have indicated that there are no foreseeable problems with the provision of telephone service to infl. or newly developing areas in the City.

Cable

Sacramento Cable and Cable Americal provides cable service to most City residents. Cable Americal, however, serves just the McClellan and Mather Air Force Base residents. Sacramento Cable indicated that they will be able to serve all City residents by 1988.

Gas

Pacific Gas and Electric (PG&E) provides natural gas to the City. The utility company anticipates no major problem in serving newly developing areas in the City.

Electric

The Sacramento Municipal Utility District (SMUD) provides electrical power to the City. SMUD also serves most of Sacramento County. SMUD operates eight hydroelectric plants, two photovoltaic plants, and one geothermal unit. SMUD's nuclear power plant at Rancho Seco is currently nonoperational. SMUD also purchases power from the Western Area Power Administration (WAPA) and PG&E.

An additional geothermal unit is under construction and three major transmission lines to buy and share with other utility companies are planned to help meet the future demand. The utility anticipates no major problems in serving any new areas in the City. The utility anticipates no major problems in serving any new areas in the City, however, additional electrical distribution facilities will be needed.

GOALS AND POLICIES FOR UTILITY SERVICES

Goal A

Continue to improve and provide communication and utility services to all areas of the City.

Policy 1

Continue to work closely with utility companies on long-range planning for newly developing areas.

Policy 2

Support and encourage the utility companies to place utilities underground in new development areas.

PUBLIC SERVICES

SOLID WASTE

Presently, all residential solid waste is collected by the City. This and commercial putrescible solid waste is transported to the City's landfill site located at 28th Street and A Street. Capacity of this facility is expected to be reached by 1990. Commercial waste collected by private companies is delivered to the County's landfill site at Kiefer Boulevard or to Yolo County's landfill site. Sacramento County's solid waste transfer station at Fruitridge Road and McClellan Air Force Base can also be used by the public. Residential waste removal service is financed directly by user fees and is expanded as demand increases in new growth areas. In addition, the City runs a once-a-year Neighborhood Clean Up Program, offering pick-up of almost any kind of debris. The City also provides residents with a weekly garden refuse pickup. Maps 2 and 3 show the location of existing solid waste system facilities and sanitation district boundaries.

The City has established a Toxic Substance Commission to address hazardous waste issues which are discussed in the Health and Safety Element. The City is presently participating with the State and Federal Government to clean up hazardous waste in the City. Neither the City or County have landfill sites for hazardous waste collected in the City. The City encourages source reduction and recycling in lieu of land disposal for hazardous waste.

Projected Need

The City's Public Works Department is presently reviewing several options to accommodate solid waste generated by expected growth and development. A transfer station within the Sacramento County is being considered as an alternative to development of a new landfill. The existing 28th and A Street landfill has been deleted as a potential transfer site by City Council resolution. Also, a location for a landfill site, to replace the 28th and A Street facility, is now being actively sought.

Additionally, the City is giving consideration to locating other civic uses at or near the 28th and A Street landfill site. The other uses, which may include a corporation yard, or park or open space as designated on the Parks Master Plan, are the focus of a separate study of City government space needs.

GOALS AND POLICIES FOR SOLID WASTE

Goal A

Provide adequate solid waste disposal facilities and services for collection, storage and reuse of reuse.

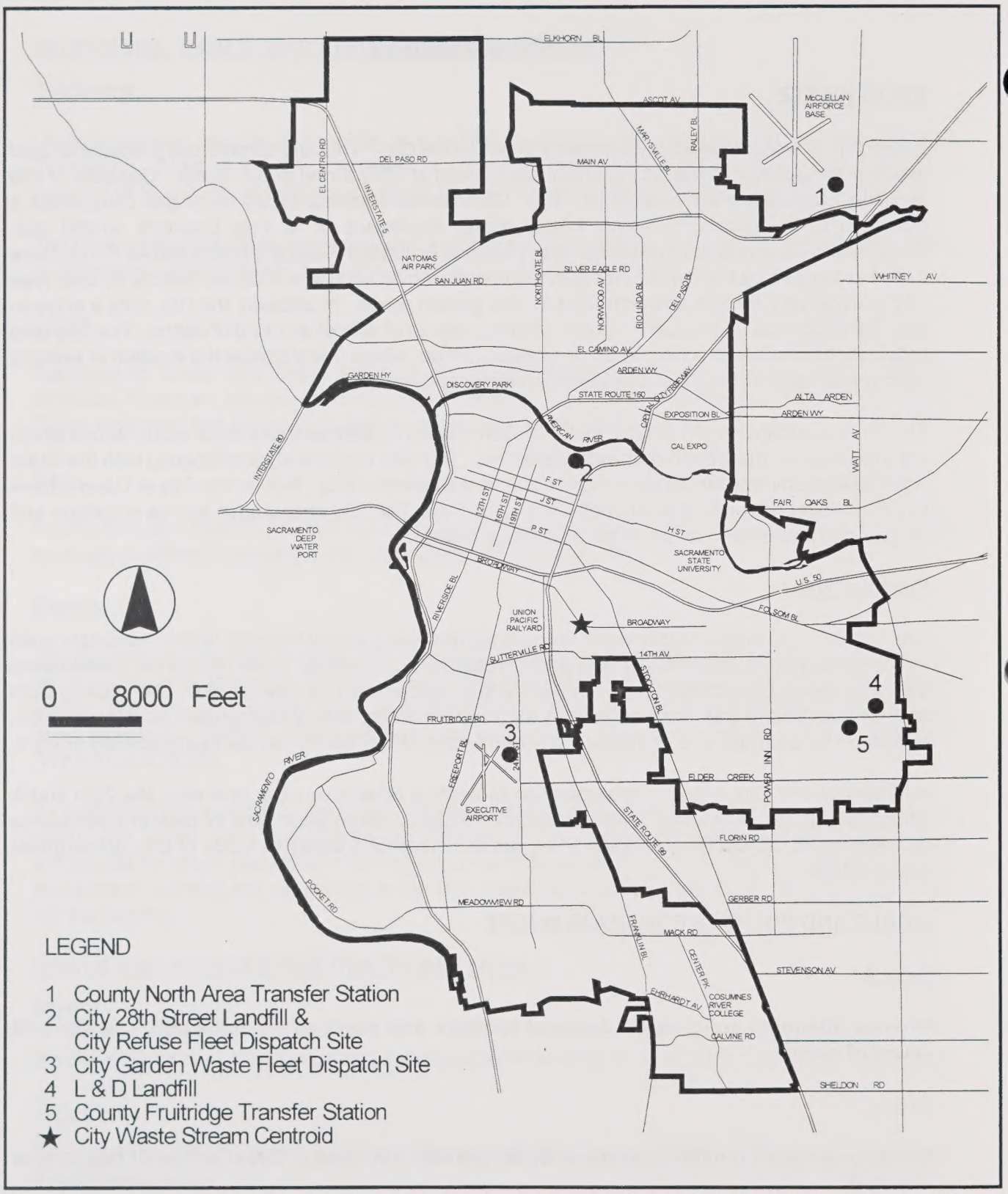
Policy 1

Continue present landfill operations at the present 28th and A Street site until capacity is reached.

Policy 2

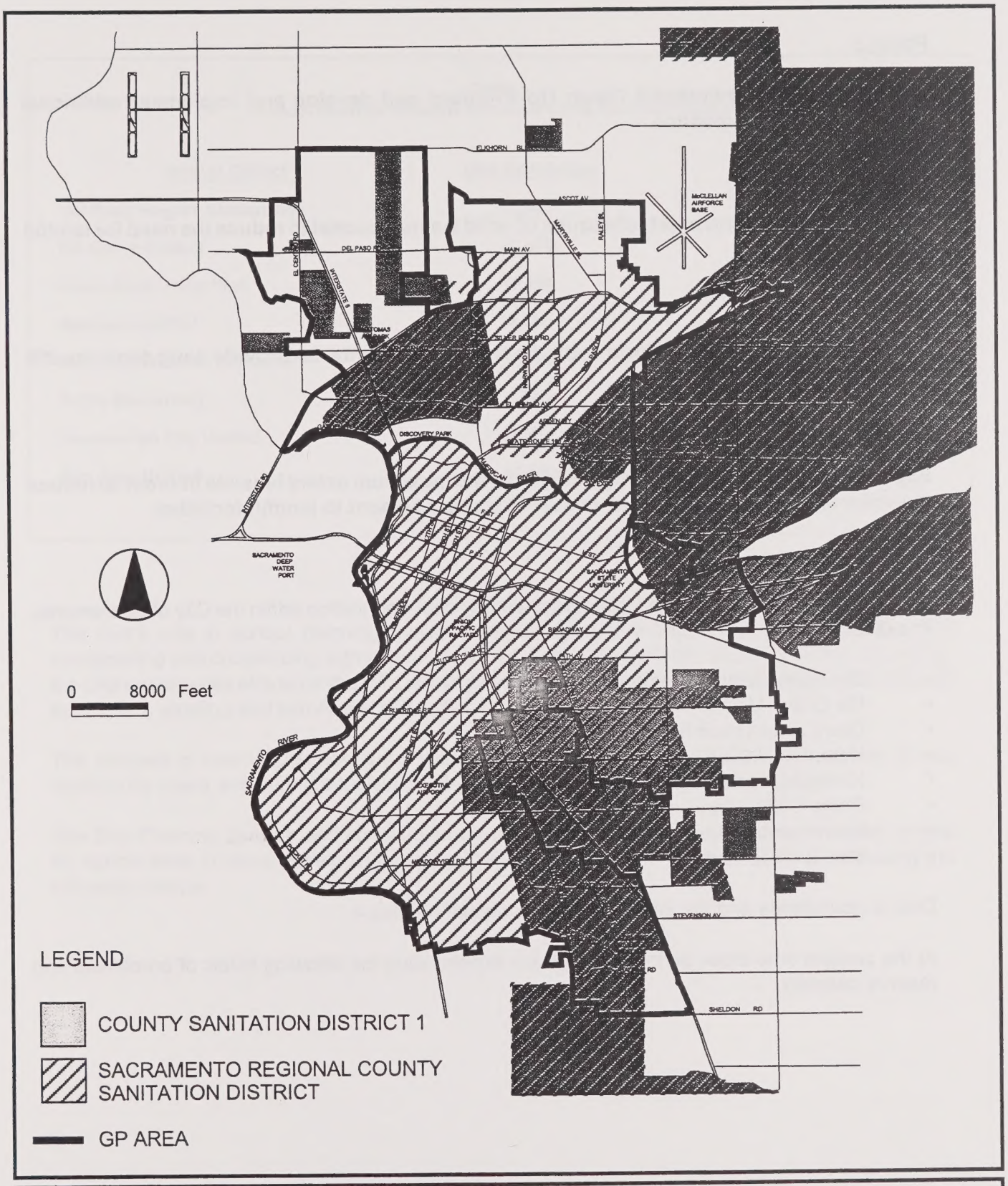
Develop transfer station capacity as an interim solid waste disposal option, and design the facility(s) for compatibility with potential waste processing and recycling operations.

Map 2



LOCATION OF SOLID WASTE SYSTEM FACILITIES

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006



COUNTY SANITATION DISTRICTS AND SACRAMENTO REGIONAL COUNTY SANITATION DISTRICT BOUNDARIES

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

Policy 3

Continue the Neighborhood Clean Up Program and develop and implement additional programs when necessary.

Policy 4

Explore programs and new techniques of solid waste disposal to reduce the need for landfill sites.

Policy 5

Continue to coordinate efforts with Sacramento County to provide long-term landfill disposal capacity.

Policy 6

Expand recycling and composting efforts to the maximum extent feasible in order to reduce the volume and toxicity of solid wastes that must be sent to landfill facilities.

SCHOOLS

Presently, there are eight school districts providing public education within the City of Sacramento. The districts are:

- Del Paso Heights Elementary
- Elk Grove Unified
- Grant Joint Union high
- Natomas Unified
- North Sacramento Elementary
- Robla Elementary
- Sacramento City Unified
- San Juan Unified

District boundaries and planned facilities are shown on Map 4.

At the present time these school districts are experiencing the following levels of enrollment and reserve capacity:

Table 1
School Districts Student Enrollment and Reserve Capacity

School District	1986 Enrollment	Reserve Capacity
Del Paso Heights Elementary	2,082	68
Elk Grove Unified	30,470	-8,336
Grant Joint Union High	10,650	-251
Natomas Unified	2,100	0
North Sacramento Elementary	5,009	291
Robla Elementary	1,800	0
Sacramento City Unified	50,513	5,555
San Juan Unified	47,500	4,900

The City's role in school planning involves reserving school sites in developing areas, and coordinating and cooperating with school districts in helping to provide school facilities. Currently, the City coordinates efforts for the joint use of park facilities and recreational programs immediately adjacent to existing and planned school sites.

The process of reserving school sites within the City usually takes place with approval of new community plans and during subdivision review of individual development projects.

The City Planning Division and school districts coordinate efforts in developing locational criteria for school sites in newly developing areas. Presently, the City and school districts are using the following criteria.

Table 2
School Districts Facility Acreage Criteria

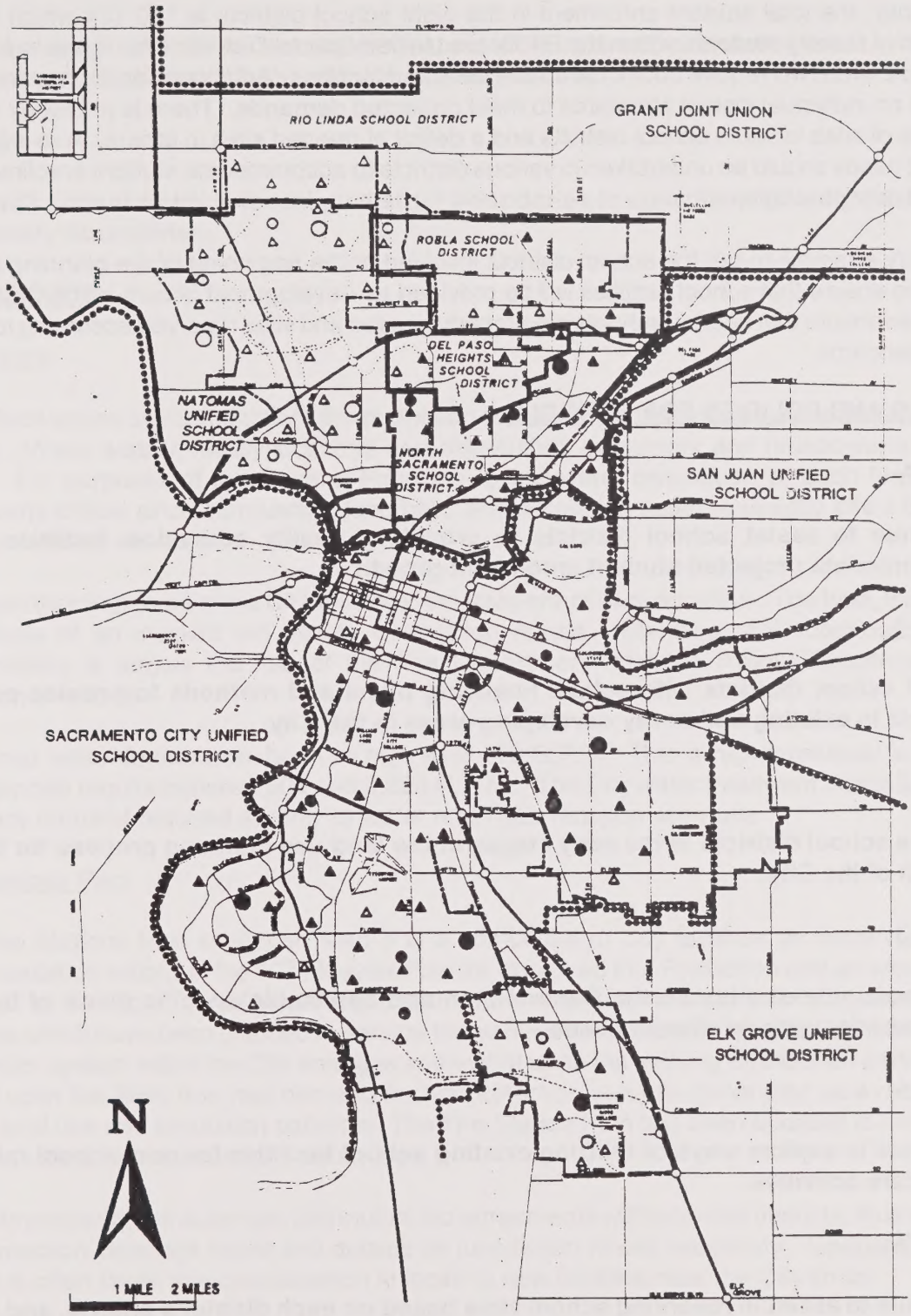
School District	Grade	Minimum Site Size
Del paso Heights Elementary	K-6	10 Acres
Elk Grove Unified	K-6	11-14 Acres
	7-8	21-23 Acres
	9-12	40-45 Acres
Grant Joint Union High	7-8	23-25 Acres
	9-12	40 Acres
Natomas Unified	K-6	10 Acres
	7-8	20 Acres
North Sacramento Elementary	K-6	8 Acres
Robla Elementary	K-6	10 acres
Sacramento City Unified	K-6	8 Acres*
	7-8	10.8 Acres
	9-12	45 Acres
San Juan Unified	K-6	10 Acres
	7-8	20 Acres
	9-12	40 Acres

* 6 acres if adjacent to City park.

The City also requires schools to be located in areas that are safely and conveniently accessible and free from heavy traffic, excessive noise, and incompatible land uses.

Projected Need

The proper timing and placement of school sites are especially important in newly developing areas. The Natomas and Elk Grove School Districts, located respectively in North Natomas and portions of South Sacramento, are projecting substantial increases in student enrollment. The Elk Grove School Districts is presently impacted. In addition to these school districts, there may be some increase in student enrollment in other school districts due to overall regional growth pressures and an emphasis on City infill development and future annexation activity.



PROPOSED AND EXISTING SCHOOL DISTRICTS AND FACILITIES

● HIGH SCHOOL ● JUNIOR HIGH OR MIDDLE SCHOOL ▲ ELEMENTARY SCHOOL ● EXISTING (closed) ○ PROPOSED (open)

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update 1986-2006

(Amended 3/23/93 by Resolution #93-136)

Presently, the total student enrollment in the eight school districts is 150,124 which includes a portion of County students within the Elk Grove Unified School District. This figure is expected to increase which will require additional school sites and facilities. Additional facility requirements are based on individual district standards to meet projected demands. There is presently a potential surplus of sites in some school districts and a deficit of needed sites in others. A re-evaluation of school needs should be undertaken in various districts to accommodate student enrollment growth due to new development.

The City attempts to get the school districts involved at the beginning of the planning process in order to ensure that school facilities will be provided as development occurs in the City. The City can then ensure that needed schools are properly located and sites reserved according to minimum size standards.

GOALS AND POLICIES FOR SCHOOLS

Goal A

Continue to assist school districts in providing quality education facilities that will accommodate projected student enrollment growth.

Policy 1

Assist school districts with school financing plans and methods to provide permanent schools in existing and newly developing areas in the City.

Policy 2

Involve school districts in the early stages of the land use planning process for the future growth of the City.

Policy 3

Designate school sites on the General Plan and applicable specific plans of the City to accommodate school district needs.

Policy 4

Continue to explore ways of utilizing existing school facilities for non-school related and child care activities.

Policy 5

Continue to assist in reserving school sites based on each district's criteria, and upon the City's additional locational criteria as follows:

- Locate elementary schools on sites that are safely and conveniently accessible, and free heavy traffic, excessive noise and incompatible land uses.
- Locate schools beyond the elementary level adjacent to major streets. Streets that serve as existing or planned transit corridors should be considered priority locations.

- Locate all school sites centrally with respect to their planned attendance areas. (*Attendance areas will change with the addition of other schools)*

Policy 6

Work with school districts to realign district boundaries to coincide with neighborhood and community boundaries.

FIRE SERVICE

Importance

The effectiveness of a community's fire protection services is determined by a number of important factors. Water supply, facility locations and distribution, equipment and manpower are among these. For purposes of the General Plan, the location and distribution of each fire station is particularly critical since surrounding land uses and circulation patterns directly affect the quality of fire protection services.

The main thoroughfares of the City will accommodate effective evacuation. The type, location and magnitude of an incident will dictate evacuation routes. Planning and coordination of this responsibility is largely the role of the Fire Department, and the Police Department during emergency events.

Peak load water demand has been as high as 5,000 G.P.M. This is highly unusual as most fire emergencies require between 500 and 3,000 G.P.M.. The City water treatment plants can handle most any demand required as long as water main size remains adequate.

Fire Stations Plan

The Fire Stations Plan shown on Map 5 is a composite of City facilities as recommended for implementation initially in the 1971 Master Plan for Improved Fire Protection and as amended and adopted by the City Council in 1973 and with more recent community plan adoptions. County facilities which have been planned to service the various fire protection districts are also included. The entire system within the City enlarges somewhat upon the existing distribution pattern, and is based upon the likely five year demand for fire protection services generated as a result of new urban land use and circulation patterns. The Fire Station Plan has been updated to include all of the North Natomas area and the south area.

The City presently has automatic and mutual aid agreements with adjacent districts, thus increasing fire protection coverage inside and outside its jurisdiction where necessary. Cooperation of this nature is often taken into consideration in locating new facilities near the City limits.

Projected Need

With a few exceptions, the major part of the City has adequate water supply and fire protection service. The newer sections of the City, however, will need additional service as development occurs. The Fire Department projects this need in North Natomas, Delta Shores, and Laguna.

GOALS AND POLICIES FOR FIRE SERVICE

Goal A

Provide adequate fire service for all areas of the City.

Policy 1

Continue to support all efforts directed at providing the best fire protection services at the least cost.

Policy 2

Ensure that adequate water supplies are available for fire-fighting equipment in newly developing areas.

Policy 3

Work with the various fire protection districts bordering the City is establishing centralized communications and fire-fighter training facilities.

Policy 4

Promote greater coordination of land use development proposals with the Fire Department in order to ensure adequate on-site fire protection provisions.

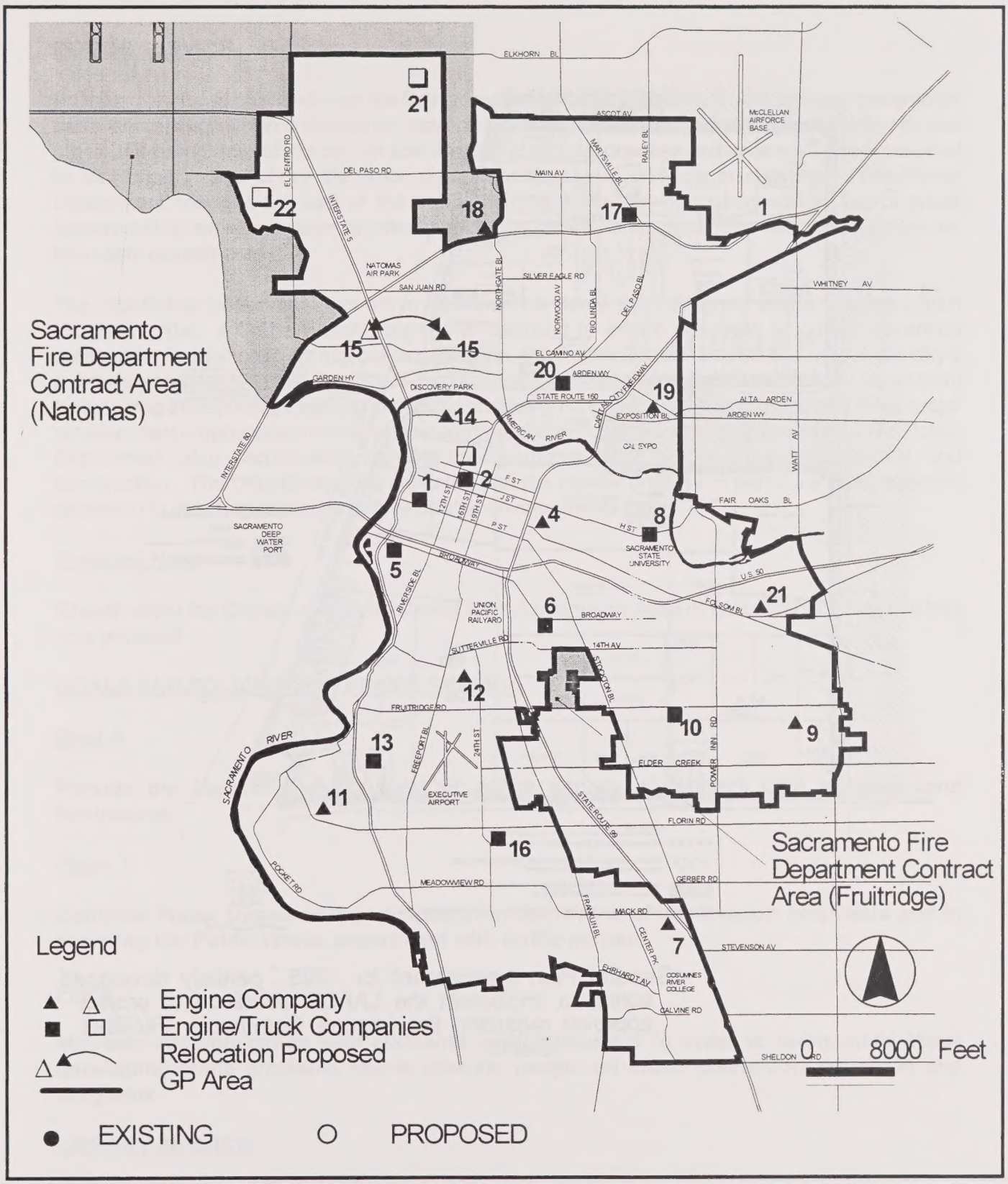
Policy 5

Promote greater use of fire sprinkler systems for both commercial and residential use.

Policy 6

Specified areas of the Consumnes River College Area (Map 5A) annexed to the City of Sacramento shall, prior to the issuance of any permit or entitlement listed in paragraph (b), either be annexed to, or already be a part of, the Laguna Community Facilities District. (See Local Agency Formation Commission [LAFCO] by Resolution No.LAFC 1079)

Map 5



PROPOSED AND EXISTING FIRE STATION LOCATIONS

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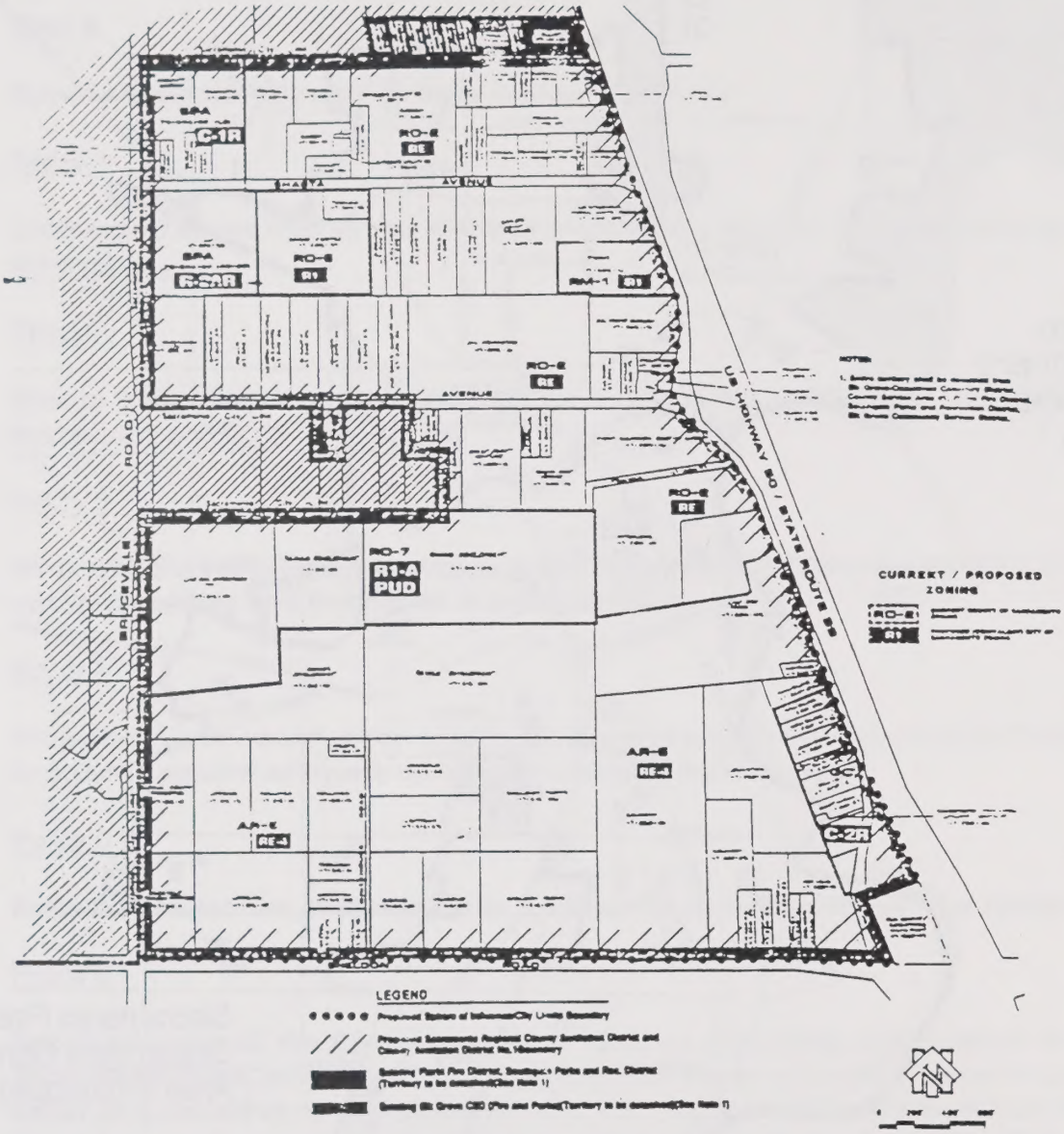
(Amended 11/22/94 by Resolution #94-686)



General Plan Amendment for 395 ± partially developed acres, to implement the LAFCO condition of project approval regarding the Laguna Community Facilities District

CONSUMNES RIVER COLLEGE AREA

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

POLICE SERVICE

Police protection is provided from the City's downtown Central Station. There are four geographic patrol areas, each which is divided into several patrol districts. Each patrol district is staffed by one patrol unit during most of the day. In addition, traffic and suppression units are available to respond to first priority calls where life is in danger or a serious crime is in progress. The Police Department changes the size of the patrol districts within the four geographical patrol areas approximately every two years to reflect population growth, crime and other factors which require boundary adjustments.

The City Police Department has within its division a Home Alert Program and a Business Alert Program. Also, a Crime Watch Program is televised to inform residents of crime prevention measures. In addition to normal police protection, the Police Department participates in the City's subdivision review process. The Police Department coordinates with the Public Works Department in reviewing street design, lighting and traffic controls. Tentative subdivision maps and other major development proposals are reviewed and commented on for special policing problems. The Police Department also recommends design improvements prior to the project's approval and construction. The Department has indicated that the review process in particular is an effective approach in reducing crime in new residential developments.

Projected Need

Growth within the City will require additional staff to maintain a level of police service equal to that now provided.

GOALS AND POLICIES FOR POLICE SERVICE

Goal A

Provide the highest possible level of police service to protect City residents and businesses.

Policy 1

Continue Police Department participation in the review of subdivision proposals and in assisting the Public Works department with traffic matters.

Policy 2

Maintain communication with residents and businesses in order to learn more about developing crime problems and to educate people on crime prevention measures and programs.

LIBRARY SERVICE

The importance of a library system is to provide to the public a major source of information, academic activities, and research data, and contribute to the community's cultural activities. The libraries in the City and County are functionally consolidated as a single system. Libraries are funded by the respective jurisdiction in which they are located, but administration and policy is a joint effort between the City and County of Sacramento.

Although consolidated, there are contrasts between City and County facilities. County library facilities have been modernized and expanded in the last 20 years. Larger libraries in fewer locations have resulted in efficient service. The City presently has a Central Library constructed in 1918 with a number of small neighborhood branches. The contrasting pattern between the two results in a widening gap in the amount, quality, and costs of library service. The 1985 Libraries Master Plan recommends a synthesis of the two systems and upgrade the City portion.

Additional facilities not included in the Library Master Plan may be proposed in a community plan. Such facilities must be consistent with the standards and guidelines of the Library Master Plan.

Library Standards and Guidelines

The Libraries Plan includes standards and guidelines for evaluating sites and size of facilities.

- Branch size large enough to adequately serve a community of 20,000 to 50,000 persons.
- Service an area within a one to three mile radius.
- Locate facilities on major traffic routes in commercial areas. Branches are more successful near activity centers such as shopping or fast food franchises.
- Have a collection of library materials equivalent to two books per service area resident plus magazines, pamphlets and phone disks.
- Employ one full-time member per 25,000 volumes of annual circulation.

As areas develop within the City, a library should provide the following:

- Under 10,000 population: books-by-mail, bookmobile service, service from the nearest branch.
- 10,000-20,000 population: leased or pre-engineered facility (also used while a facility is under construction).
- 20,000+ population: flexible, modular structures which can be altered with further demographic changes.

Projected Need

According to the Libraries Master Plan, the location and sizes of existing libraries will change due to the expected population of the City. The Libraries Master Plan suggest that some libraries such as the North Sacramento and Hagginwood branches within the City be expanded or consolidated to accommodate population growth. Presently, the Central Library is being renovated and expanded to improve its services and meet the future demand. Others such as the Del Paso Heights Branch are currently underutilized, but with anticipated growth and infl. the area will experience increased usage of the branch. Expected growth in North and South Natomas will each require new library service. Planned facilities are shown on Map 6.

Financial constraints have resulted in limited library facilities and inadequate maintenance and improvement of existing facilities. The main source of funds for library facilities and service is the City general Fund and the County library Fund, however, alternative fund sources should be explored.

GOALS AND POLICIES FOR LIBRARY SERVICE

Goal A

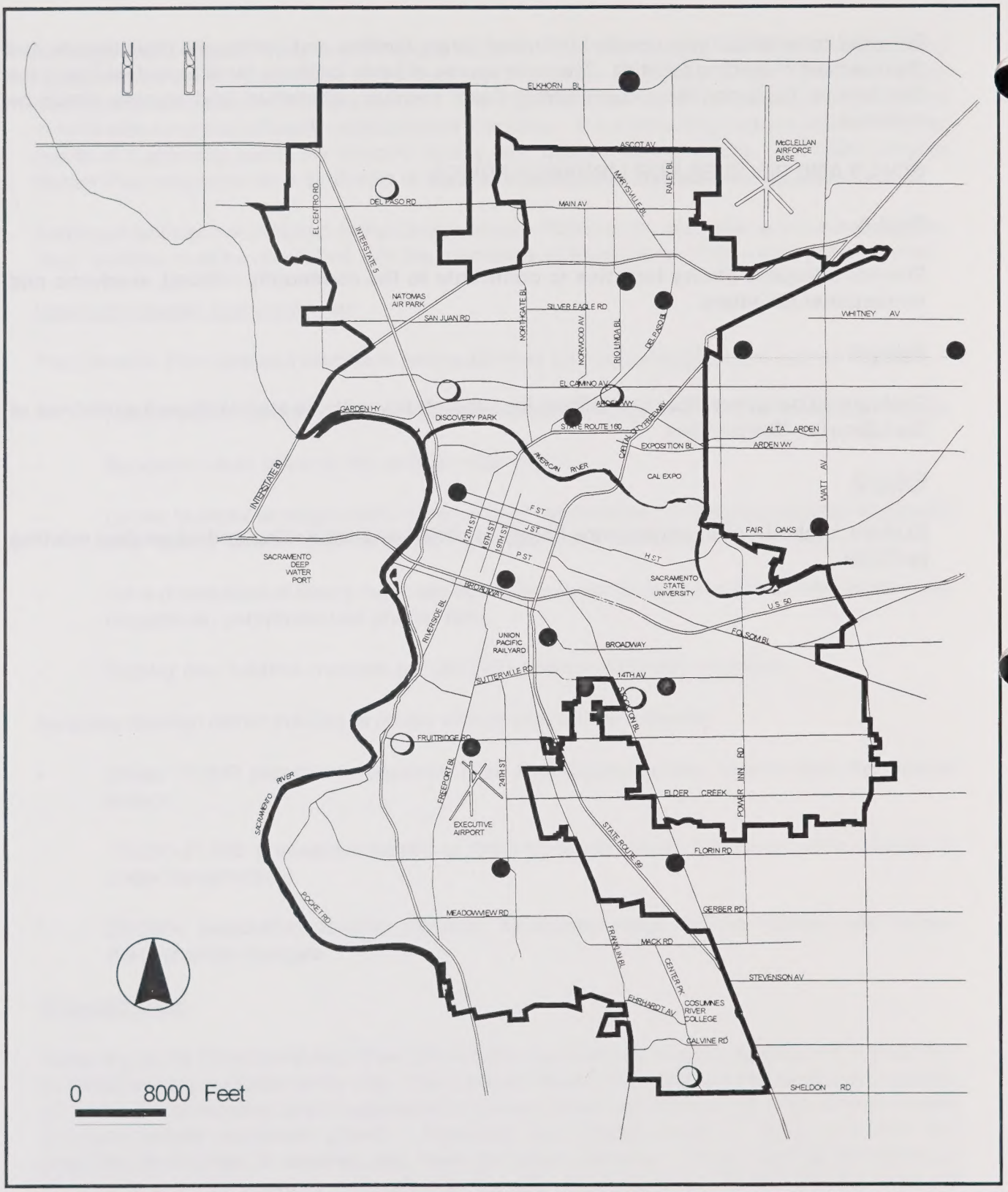
Provide adequate library facilities to contribute to the community cultural, academic and recreational activities.

Policy 1

Evaluate all proposed library facilities for consistency with the standards and guidelines of the Libraries Master Plan.

Policy 2

Explore methods of financing new library facilities and expanding and upgrading existing facilities.



LIBRARY MASTER PLAN 1986
CITY/COUNTY FACILITIES

● EXISTING ○ PROPOSED

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PARKS AND RECREATION SERVICES

The provision of parks, open spaces and recreation services is an important part of the City's physical and service structure. Community residents involvement in identifying needed park and recreation services is considered a very important part of the planning process.

The Department of Parks and community Services is the major provider of leisure and enrichment activities for Sacramento residents, with 11 major programs encompassing parks, recreation, boating, golf, the arts, and a zoo. Most of these programs are General Fund supported with the exception of some recreation programs funded through participant fees or self supporting enterprises. The City Parks and Community Services Department is organized into seven divisions: Parks, Golf, Recreation, Zoo, Crocker Art Museum, Metropolitan Arts, and Museum services, the Park Division's responsibilities extend to other landscape units such as street tree planting, school green spaces, river access points and public building landscapes.

The City operates and maintain approximately 2,274 acres of developed parks in 95 separate facilities. These types of park facilities include neighborhood parks, community parks, City regional parks, City parkways, open spaces and school parks. The Sacramento City Park system has been growing at an average rate of approximately four new park sites and 2,000 added street trees per year since 1970. The City's Land Use Map shows other, non-city parks over five acres in size. These include State, County, California State University and major multiple family developments.

Parks and Recreation Plan

The 1984 adopted master Plan for Park Facilities and Recreation Services is used as the basis for developing policies concerning parks and recreation in the Present Plan. The basic purposes of developing the Master Plan are to ensure sufficient land for parks and recreation; maintain and provide the levels of services available and the type of services offered; properly distribute and locate services; and provide services to serve the different recreation requirements of all age groups and their activities. The Master Plan is considered a part of the General Plan.

The City has appointed a Citizen's Advisory Committee to review and update the 1984 Parks Master Plan, and the park land inventory is currently being updated as part of the Parks Master Plan.

Park Standards

Parks standards are utilized as a guiding tool in determining appropriate acreage and evaluating the adequacy of service to be given areas and to the City as a whole. The park standards are considered to be goals and not minimum standards. Their application should allow for flexibility as areas change or the needs of the residents change, and be related to economic feasibility and the nature of the community or neighborhood. The Master Plan calls for a ratio of approximately ten park acres per thousand population including all categories of parks. Allocation of park acreage is based on standards established in the plan. The categories of City Parks and standards are as follows:

Neighborhood Park: Developed to serve the recreation needs of a small portion of the City. A neighborhood park serves an area within a one half mile radius of the park and is often situated adjacent to an elementary school. Improvements are usually oriented toward the recreation needs

of children. The size is generally from two to ten acres depending on the nature of the service area. The standards for this type of park is 2.5 acres per thousand residents of the City.

Community Park: Developed to meet the recreational needs of residents within a three mile radius. The size ranges from six to 60 acres. In addition to neighborhood park elements a community park might have restrooms, large landscaped areas, a community center, a swimming pool, lighted sport fields, and specialized equipment not found in a neighborhood park. Some of the small sized community may be dedicated for one particular use. Some elements in the park maybe under lease to community groups. The standard for this type of park is 2.5 acres per thousand residents of the City.

City Regional Park: Contains a wide range of improvements usually not found in local community or neighborhood facilities. These parks serve an area within a 30 minute driving time radius and the size is generally larger than 75 acres. In addition to neighborhood and community park type improvements, a regional facility may include a golf course, a marina, amusement areas, a zoo or nature areas. Some elements in the park may be under lease to community groups. The standard for this type of park is five acres per thousand residents in the City.

City Parkway: A linear park or closely interconnected system of City or school parks located along a roadway, waterway, bikeway, or other common corridor. The size of parkways varies and the overall shape is generally elongated and narrow. No special standard for this type of facility has been established.

Landscaped and Dedicated Open Space: Landscaped open spaces are owned by the City and developed, operated, or maintained by the Department of Parks and Community Services, primarily to enhance the environmental beauty of the City. Active recreational uses of these sites may be non-existent or limited. No standard for this type of facility has been established.

School Parks: Parks and Community Services has sought ways to more efficiently provide park sites and recreational facilities. The department encourages the development of parks on land owned by a school district and designated under special agreement with the Department of Parks and Community Services for joint development, operation or maintenance by both agencies to meet general public and school recreation needs.

Projected Need

As Sacramento's population continues to grow and the socio-economic base becomes more diverse in recreational needs, there will be greater demand on existing services and facilities, and new residential areas will require new park facilities. Funding sources to provide these services, however, are decreasing and expected to continue this way unless alternatives an be found and accepted for use. Presently, the City's General Fund accounts for most of the revenue for acquisition and improvements in parks and recreational services. Funds are also derived from residential development in the City and user fees for special recreation activities. The City, through the Quimby Act, requires the dedication of land and/or payment of a fee for park land acquisition or recreational purposes. The Act applies to residential development only and is enforced during the subdivision review process.

GOALS AND POLICIES FOR PARKS AND RECREATION SERVICES

Goal A

Provide adequate parks and recreational services in all parts of the City, adopted to the needs and desires of each neighborhood and community. Attempt to achieve the park acreage standards established in the Parks and Recreation Master Plan.

Policy 1

Encourage private development of recreational facilities that complement and supplement the public recreational system.

Policy 2

Give high priority to improving parks, open space and recreation uses in redevelopment plans where these uses are deficient.

Policy 3

Continue to acquire land utilizing the Quimby Act.

Policy 4

Reserve and acquire when needed all park sites designated in Community Plans and specific plans.

Policy 5

Design parks to enhance and preserve the natural site characteristics.

Policy 6

Review all necessary infrastructure improvements for their potential park and open space usage.

Policy 7

Locate community and regional nodal and linear recreational areas on or adjacent to major thoroughfares.

Policy 8

Periodically review and update the Plan for Park Facilities and Recreation Services.

Policy 9

Continue the practice of providing the neighborhood outdoor recreation facilities on and adjacent to public schools.

Policy 10

Develop and implement programs to help ensure the safety of residents utilizing the parks and recreational facilities.

Policy 11

The Parks and Community Services Department should amend its Master Plan to reflect the community plans adopted for North Natomas and South Sacramento.

Policy 12

Ensure adequate public access to the American and Sacramento Rivers in developing areas.

MEDICAL FACILITIES

Sacramento has a variety of medical services and facilities. These facilities include hospitals , medical and dental clinics, public health centers, convalescent and nursing homes, and similar types of land uses. The importance of these medical facilities is obvious. Improperly planned, they can result in unnecessary and costly service duplication or a net deficiency.

The role of the City in medical facilities planning is to administer regulatory controls, to coordinate with those agencies skilled in comprehensive medical and health care planning, and to support land use policy documents a balanced system of facilities. The City can help facilitate the improvement of health care by developing policies to improve and maintain adequate health care.

GOALS AND POLICIES FOR MEDICAL FACILITIES

Goal A

Policy 1

In reviewing medical facility proposals, coordinate with the other agencies that are responsible for planning medical facilities to meet the health care needs of Sacramento.

Policy 2

Advocate the retention of hospitals in areas with the greater need or seek alternative methods to provide these services.

Policy 3

Evaluate medical facility proposals considering capacity, convenience to population served, impacts on adjoining uses, the medical needs of the area and proximity to existing proposed transit services.

Section 8

Health & Safety Element

HEALTH AND SAFETY ELEMENT
SECTION EIGHT CONTENTS

CONTENTS **PAGE**

List of Tables

List of Maps

List of Figures

HEALTH AND SAFETY ELEMENT

INTRODUCTION

This Element of the 1986-2006 General Plan discusses seismic safety, flood hazards, hazardous materials, code enforcement, and noise.

OVERALL GOAL

Goal A

Protect the public from detrimental sources that are within the City's ability and responsibility to regulate.

SEISMIC SAFETY

INTRODUCTION

Cities and counties in California are required to consider seismic safety as part of the General Plan safety element. Aside from this requirement, it is prudent for the City to prepare for seismic related hazards as they have been known to occur in unexpected places and at unexpected times. This section contains background information on seismic activity. It also contains policies intended to reduce seismic related hazards in Sacramento.

State guidelines require a Seismic Safety Element to consist of an identification and appraisal of seismic hazards related to: surface ruptures from faulting; ground shaking, ground failures; or to effects of seismically induced waves such as tsunamis and seiches. The Element shall also include an appraisal of mudslides, landslides and slope stability as they may be induced by surface ruptures from faulting, ground shaking, ground failure and seismically induced waves.

Seismic activity consists of two primary components: faulting and ground shaking. Other phenomena, however, may occur due to the geologic conditions of an area.

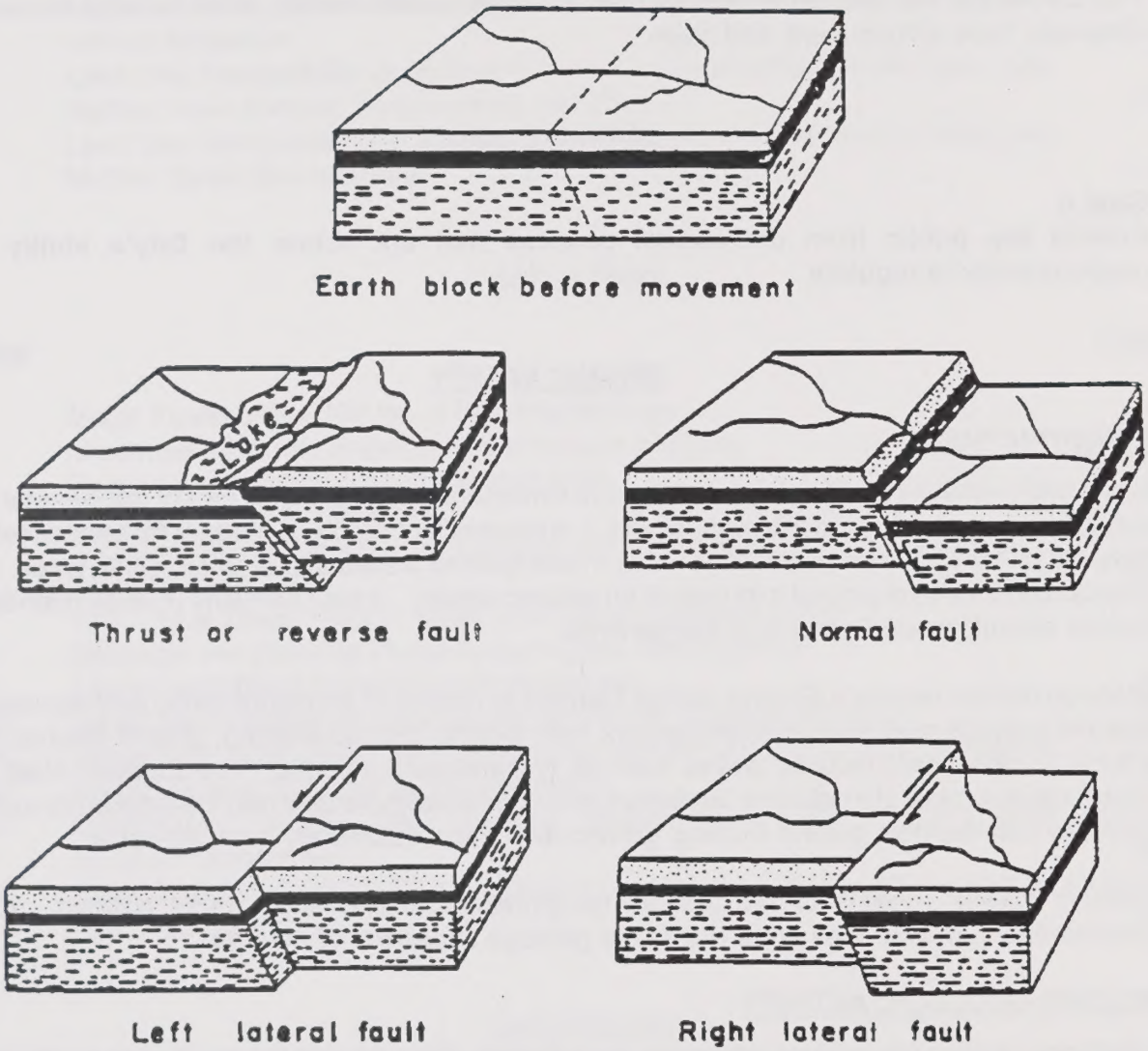
SEISMIC GEOLOGIC ACTIVITY

Faulting: Faulting (sometimes referred to as surface faulting) may be the result of an earthquake. The basic fault types are: thrust or reverse faults, normal faults and lateral faults (Figure 1). Three motions are responsible for these faults. The three motions are: compression, tension and passive (Figure 2). Compression of the earth's crust toward a central point will create a normal fault by a tension motion. A passive motion moves the crust in opposing directions on the same plane.

Ground rupture tends to occur along lines of previous faulting and can be recognized with a detailed investigation. Even though the locations of many faults are known, not all faults have been mapped.

Within the City of Sacramento and the Sacramento regions, there are no known faults. Faults located nearest to Sacramento are the Bear Mountains and New Melones Faults to the east and the Midland Fault to the west. . Another possible fault lies northwest of Sacramento called the Dunnigan Hills Fault. An earthquake experienced in Sacramento occurred in 1892. This

Figure 1



BASIC FAULT TYPES

Source: Longwell and Flint, 1951.

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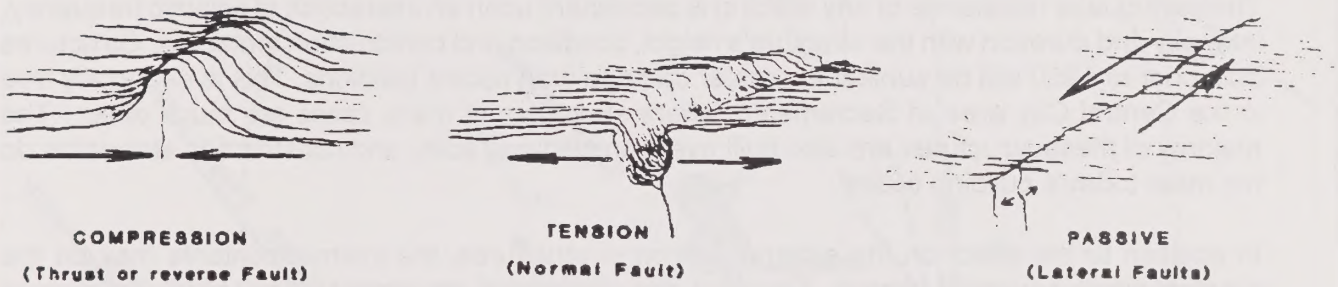
Figure 2



FAULT PLANE STRESSES

Source: Longwell and Flint, 1951.

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update 1986-2006

earthquake was thought to have been caused by activity of the Midland Fault. A number of faults have been identified within 100 kilometers, or 60 miles, of Sacramento. Map 1 provides the locations of those faults.

Ground shaking: Ground shaking has and will occur periodically in Sacramento from distant earthquakes. The California Division of Mines and Geology indicates that Sacramento could logically experience ground shaking on a Modified Mercalli intensity of VI or VII (Map 2). At these levels, shaking would be felt by all residents, furniture would be displaced and broken , auto drivers would notice the shaking, and poorly anchored parapets, chimney and architectural ornaments would be dislodged. The Modified Mercalli Scale of 1931 (1956 Version), provides a means of quantifying intensity of an earthquake from I to XII (also indicated as MMI-XII).

The earthquake resistance of any building is dependent upon an interaction of seismic frequency, intensity and duration with the structure's height, condition and construction materials. Structures built prior to 1950 will be subject to greater damage than recent buildings. This is especially true in the Central City area of Sacramento, where structures in many cases are much older. The majority of these structures are also built over consolidated soils, and construction standards do not meet today's building codes.

In addition to the effect on the external portion of structures, the internal contents may be the greatest single source of hazard. Elevators and mechanical equipment, heavy furniture, storage racks, etc. are often dangerous hazards. Methods of reducing these hazards utilize intelligent design and careful construction techniques and special anchorage methods.

OTHER SEISMIC OR RELATED GEOLOGIC ACTIVITY

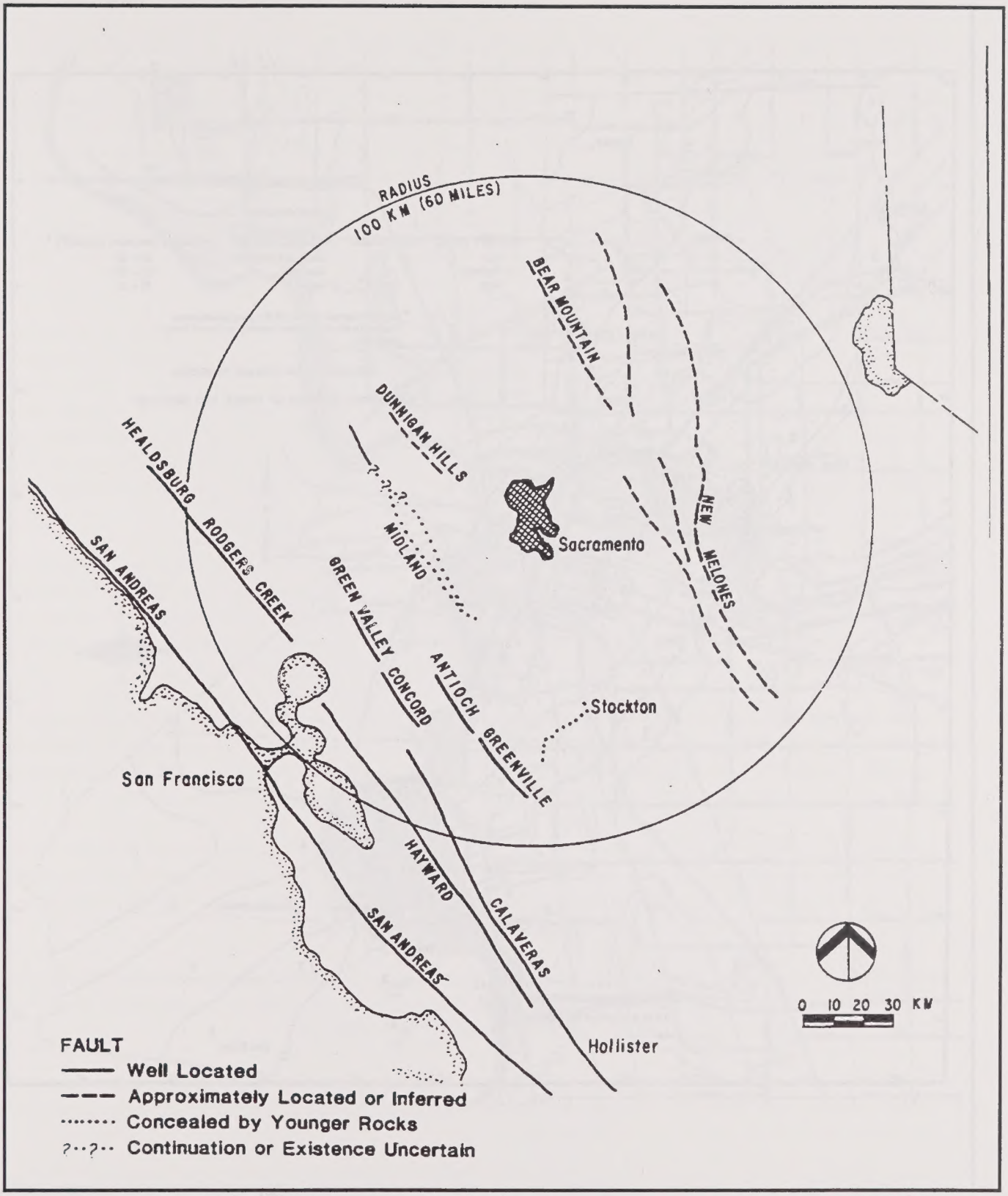
According to the California Division of Mines and Geology, the City is fairly safe from geologic hazards. There are, however, isolated areas within the City that have soils and other conditions which could result in structural damage induced by seismic activity. A discussion of liquefaction, expansive soils, subsidence and other phenomena as they relate to Sacramento follows:

Liquefaction: The City is located upon a broad alluvial plain.Within it sub areas are low-flying, poorly consolidated to unconsolidated sediments which are often water saturated. It is these areas that are subject to greater ground deformation through seismic activity (Map 3).

The problem of liquefaction is described by the Tri-Cities Seismic Safety Study for El Cerrito, Richmond, and San Pablo as follows:

"Liquefaction is a process whereby water is unconsolidated sand and other granular materials is subjected to pressure usually caused by ground motion. Since fluids are not compressible and granular materials are, especially when shaken, the water seeks release. As water moves out of materials such as sand it causes the granular material to flow and lose strength. Such materials, in effect, behave as a quicksand. The result, where the liquefied materials are in a broad buried layer, may be likened to the action of ball bearings in reducing friction in the movements of one material past another. The ground literally flows out from under the buildings."

Earthquake shaking is the major cause of liquefaction and has resulted in extensive severe damage in other areas. Damage from liquefaction may be caused by three types of ground failures: 1) lateral spreading of surficial soil layers over a subsurface layer weakened by liquefaction, 2) flow failures or mass downslope movement of liquefied soil or blocks of soil moving



MAJOR FAULTS WITHIN 100 KILOMETERS
OF SACRAMENTO AREA

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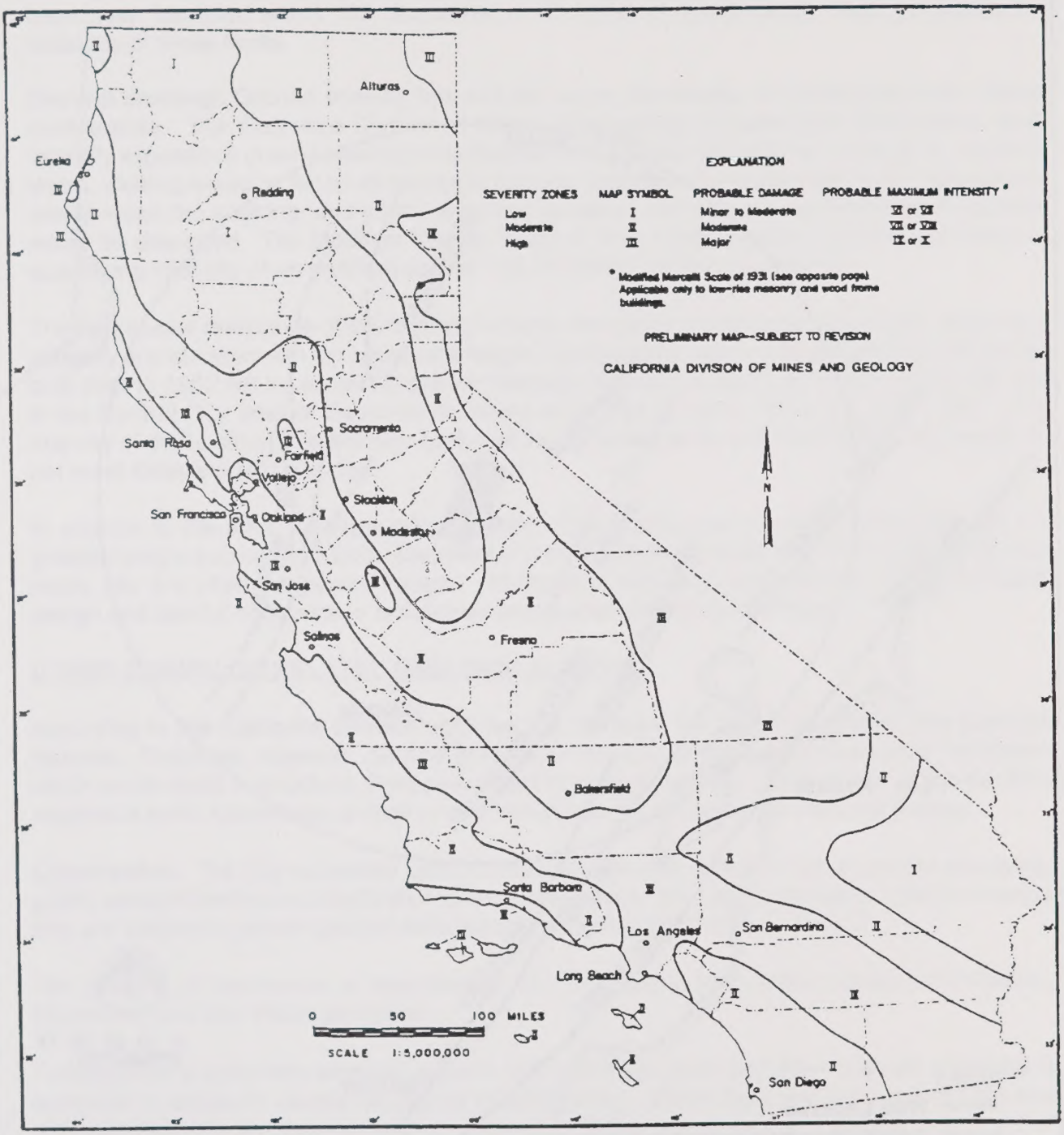
update 1986-2006



MAXIMUM/MINIMUM EXPECTABLE EARTHQUAKE INTENSITY

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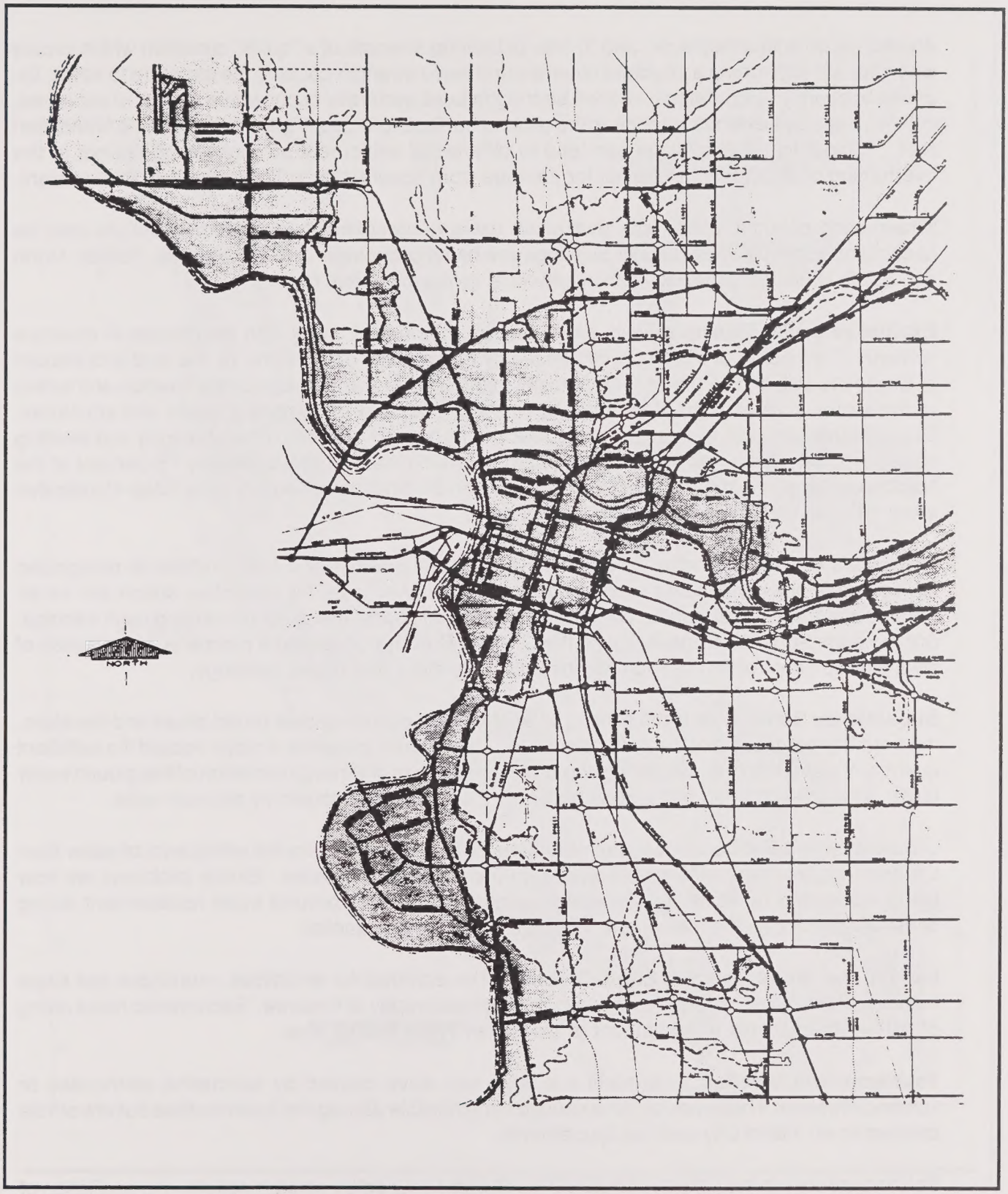
GP
GENERAL PLAN
update 1986-2006



GROUND DEFORMATION AREAS OF SACRAMENTO

UNCONSOLIDATED WATER SATURATED
ALLUVIUM (POOR FOUNDATION MATERIAL)

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City of Sacramento
GP
GENERAL PLAN
update 1986-2006

downslope on a liquefied layer, and 3) loss of bearing strength of a "quick" condition which occurs when the soil supporting a structure liquefies and loses strength causing the structure to settle, tip, or rise buoyantly. Liquefaction caused bearing failures generally occur where a layer of saturated, cohesionless soil extends from near the ground surface to a depth greater than half a foundation wall. Thinner liquefiable layers can lead to differential settlement ad slight tilting but not to the overturning of structures. Potential for damage from liquefaction in Sacramento is thus present.

Where such potential exists, site evaluation using geotechnical investigation practices may be necessary, especially when major buildings are being proposed. The Central City, Pocket, North and South Natomas especially exhibit potential problems in this regard.

Expansive Soils: Expansive soils are those which shrink or swell with the change in moisture content. The volume of change is influenced by the quantity of moisture, by the kind and amount of clay in the soil, and by the original porosity of the soil. The knowledge of the location and extent of expansive soils is of great importance to those planning or designing roads and structures. Considerable damage to structures and roads is frequently caused by the shrinking and swelling of clayey soils. The expansive soils problem is found locally in approximately 75 percent of the Natomas area and in the Valley Hi area. A Division of Mines and Geology map (Map 4) indicates a low rating of expansive soils in the overall area.

The losses due to expansive soils can be eliminated completely if the condition is recognized before roads are constructed and foundations are laid. Costs for corrective action are small. Fortunately, there are adequate controls in the State and local codes for preventing such damage. Sacramento requires compliance with the Uniform Building Code and a complete investigation of soils prior to construction of subdivisions and three-story and higher buildings.

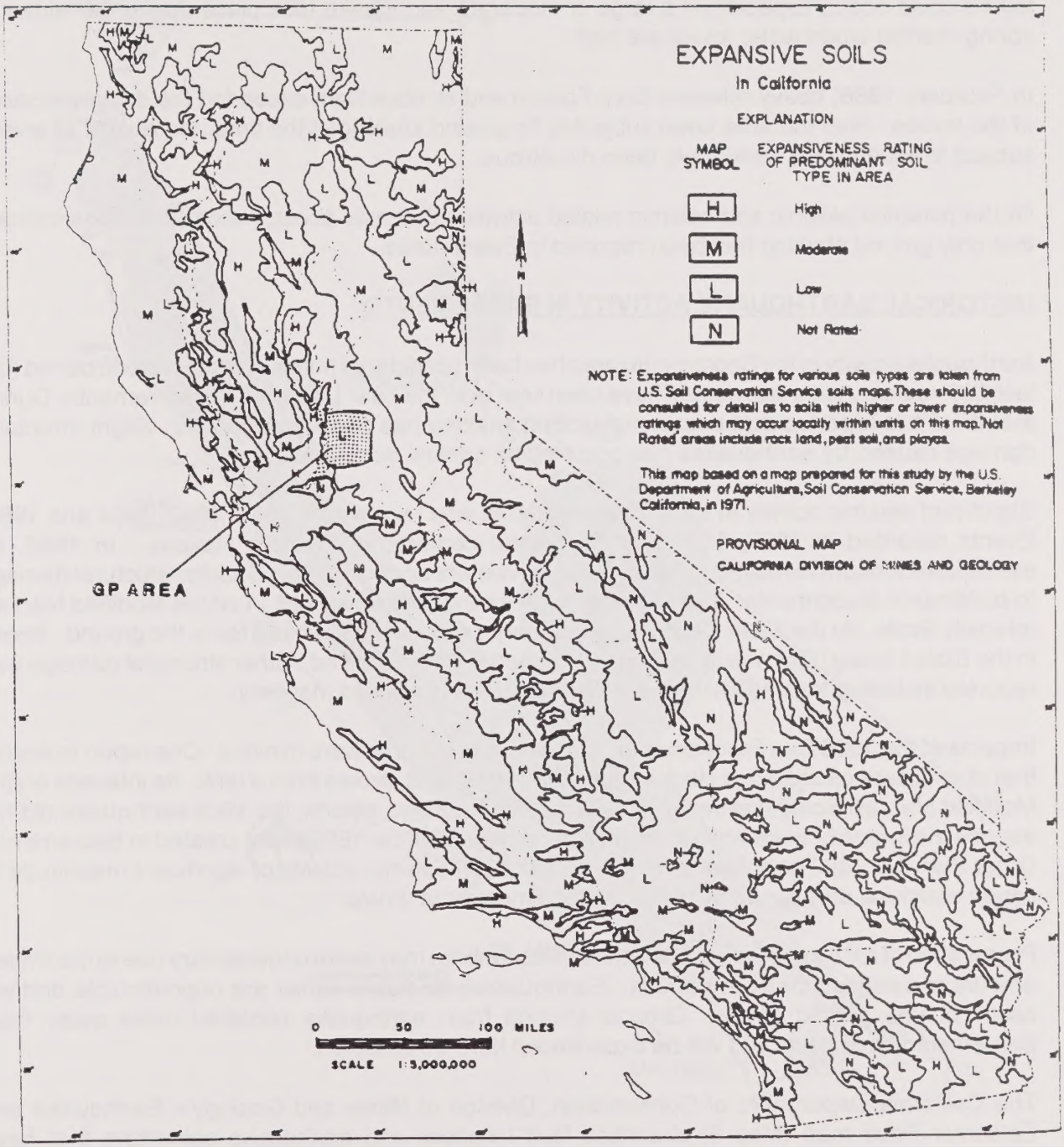
Subsidence: Subsidence is the sinking of land, usually occurring over broad areas and therefore, not normally perceptible at the ground surface. Subsidence presents a major hazard if a sufficient quantity of water is withdrawn during construction activities or through depletion of the ground water table. This phenomenon particularly occurs in those areas underlain by alluvium soils.

Construction of I-5 in Downtown Sacramento is an example of where the withdrawal of water from the alluvial soils caused the area adjacent to the freeway to subside. Similar problems are now being moderated by State and Federal programs that require ground water replacement during construction in project areas where depletion would be substantial.

Landslides, Mudslides and Slope Stability: The potential for landslides, mudslides and slope instability in the City Limits is minor due to the flat topography of the area. Sacramento has a rating of "nil" which indicates a low amount of landslides in the overall area.

Tsunamis and Seiches: A tsunami s a large sea wave caused by submarine earthquake or volcanic eruption. These waves have caused considerable damage to coastal areas but are of little concern to an inland City such as Sacramento.

Seiches are waves induced on inland bodies of water caused by seismic activity. An oscillation of the water surface may last from a few minutes to several hours. This phenomenon is similar to the sloshing of water in a boat or bucket when it is jarred. Damage fro flooding may occur if these waves overtop the dam or reservoir. A number of dams (for example, Folsom, Oroville, and Shasta) have a potential to inundate Sacramento should a major seiche occur. Although they have this potential, the probability of flooding from a seiche is low.



EXPANSIVE SOILS IN CALIFORNIA

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Levee Failure: Levees in the Sacramento area were constructed around the turn of the century and were upgraded in the 1940's and 1950's. Materials used were primarily the alluvial (sandy) soils from the river bottom. These unconsolidated soils have a tendency for liquefaction. Levee failure could occur, especially if a large or moderate earthquake took place during the winter or spring months when water levels are high.

In February 1986, heavy releases from Folsom and Nimbus Dam exceeded the design capacity of the levees. Had the area been subjected to ground shaking at the time, the results of levees subject to liquefaction could have been disastrous.

Of the potential seismic and seismic related activities that may occur, historical records indicate that only ground shaking has been reported in Sacramento.

HISTORICAL EARTHQUAKE ACTIVITY IN SACRAMENTO

Earthquake activity in the Sacramento area has been considered minor over the historic period (the last 200 years). Accurate records have been kept over the past 150 years for Sacramento. During that time, it is reported that occasional ground shaking has been experienced. Slight structural damage caused by earthquakes has occurred on several occasions.

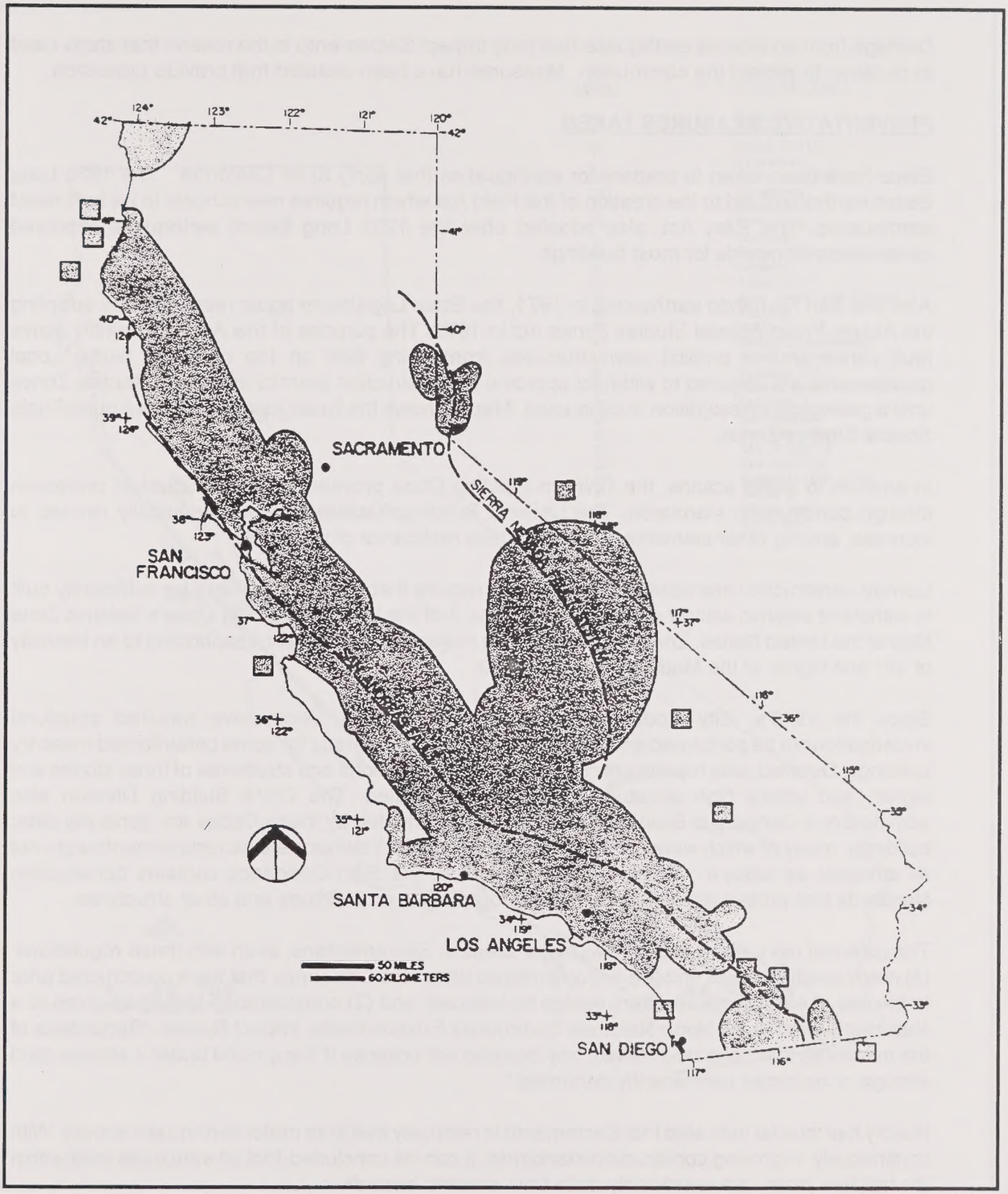
Significant seismic activity in the Sacramento area was recorded in 1869, 1892, 1954 and 1966. Events recorded in 1869, 1954 and 1966 were centered in Western Nevada. In 1892, an earthquake thought to have originated between Winters and Vacaville did some structural damage to buildings in Sacramento. The intensity of the earthquake measured VI on the Modified Mercalli Intensity Scale. At the State Capitol large statuary on top of the structure fell to the ground. Books in the State Library (that was located in the Capitol) were disshelved. Other structural damage was reported including toppled chimneys, fallen plaster and cracked masonry.

Impacts of the 1906 San Francisco earthquake in Sacramento were minimal. One report indicates that chandeliers oscillated, a clock stopped and water was thrown from a tank. Its intensity on the Modified Mercalli Scale was rated at V. According to these reports, the 1906 earthquake did not exceed the intensity or create the amount of damage that the 1892 event created in Sacramento. Other than the 1892 earthquake, there has not been seismic activity of significant magnitude to cause structural damage to buildings in Sacramento.

Preparation of a Seismic Safety Element for Sacramento may seem unnecessary due to the limited amount of seismic activity in the City. Earthquakes, as stated earlier are unpredictable and will occur at unexpected times. Ground shaking from earthquake centered miles away from Sacramento have been and will be experienced here on occasion.

The California Department of Conservation, Division of Mines and Geology's Earthquake and Epicenter Fault map (Map 5) describes fault locations and earthquake epicenters that have occurred between 1900 and 1974 near Sacramento. The maximum credible earthquake, or potential magnitude of an earthquake located at these faults, is provided below.

In addition, the Division of Mines and Geology identifies low, medium and high severity zones within California. The probable maximum intensity of an earthquake was also provided on Map 2. Although the map indicates that Sacramento lies in a low severity zone, the probable maximum intensity of an earthquake could be as high as VII on the Modified Mercalli Scale. Some structural damage could occur at that intensity.



CALIFORNIA AREAS DAMAGED BY EARTHQUAKES BETWEEN 1800 and 1984

(Modified Mercalli intensity VII or greater)

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update 1986-2006

Damage from an intense earthquake that may impact Sacramento is the reason that steps need to be taken to protect the community. Measures have been enacted that provide protection.

PREVENTATIVE MEASURES TAKEN

Steps have been taken to prepare for earthquakes that apply to all California. The 1933 Long Beach earthquake led to the creation of the Field Act which requires new schools to be built resist earthquakes. The Riley Act, also adopted after the 1933 Long Beach earthquake improved construction standards for most buildings.

After the San Fernando earthquake in 1971, the State Legislature again responded by adopting the Alquist-Priolo Special Studies Zones Act in 1972. The purpose of this Act is to identify active fault zones and to prohibit new structures from being built on top of active faults. Local governments are required to withhold approval of construction permits in Special Studies Zones until a geological investigation is conducted. Map 6 shows the linear locations of the Aquist-Priolo Special Studies Zones.

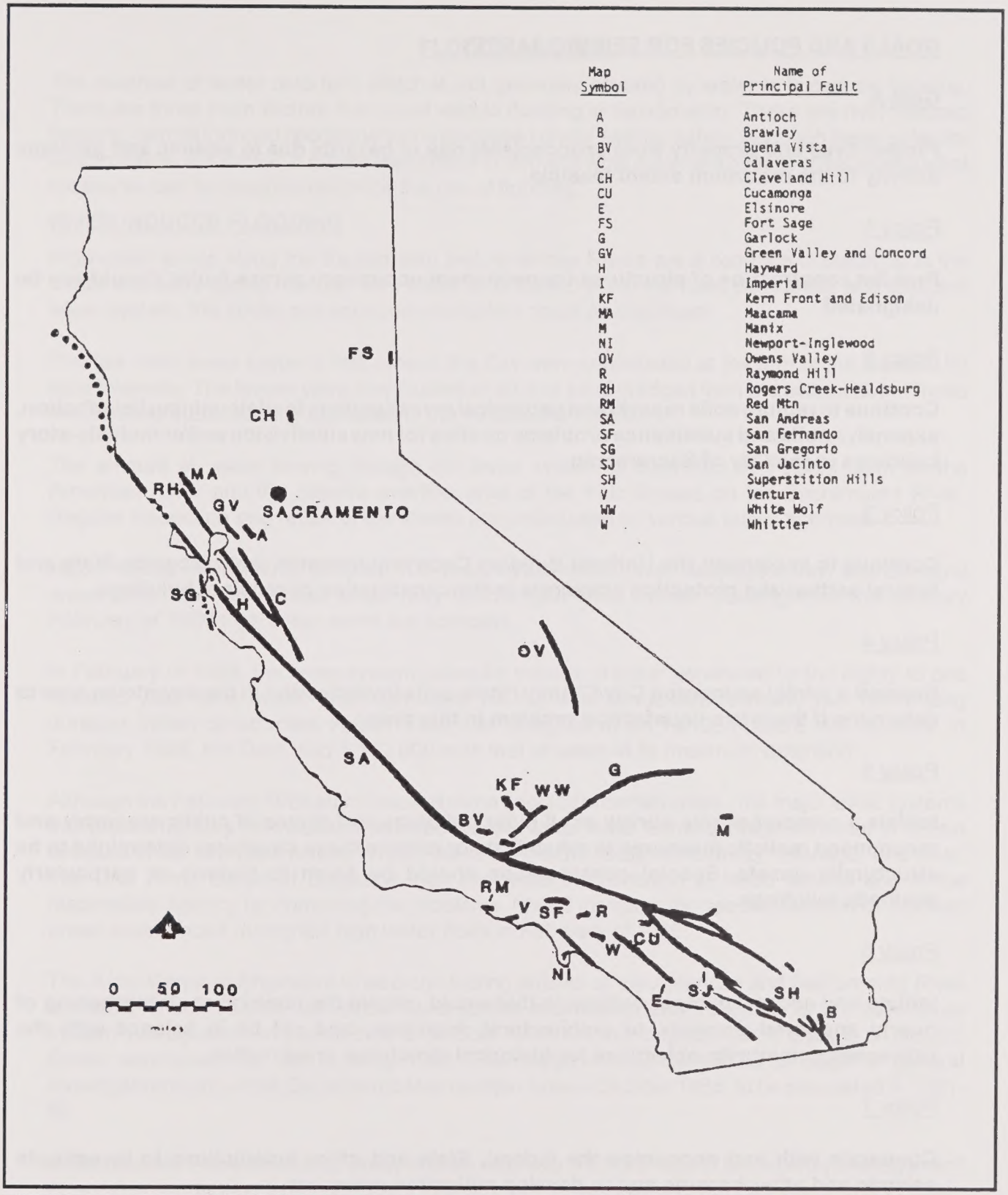
In addition to these actions, the Uniform Building Code provides a great amount of protection through construction standards. The Uniform Building Code has been periodically revised to increase, among other elements, the earthquake resistance of structures.

Current construction standards in Sacramento require that all new structures be sufficiently built to withstand seismic activity designated for Zone 3 of the Uniform Building Code's Seismic Zone Map of the United States. Zone 3 is defined as a major damage area corresponding to an intensity of VIII and higher of the Modified Mercalli Scale.

Since the 1940's, City Codes and the Uniform Building Code have required structural investigations to be performed and repair assessments to be made for some unreinforced masonry buildings. Detailed soils reports are required on all subdivisions and structures of three stories and higher, and where high structural loads are anticipated. The City's Building Division also administers a Dangerous Building Code. Structures affected by these Codes are generally older buildings, many of which were constructed prior to the 1950's when seismic requirements were not as stringent as today's requirements. In addition, the Sign Ordinance contains construction standards that protect residents from unanchored signs on buildings and other structures.

The potential risks seem to be in two major areas in Sacramentans, even with these regulations: (1) many buildings exist and are actively utilized within the City Limits that were constructed prior to the use of earthquake resistant design techniques, and (2) consideration should be given to a statement found in the North Natomas Community Environmental Impact Report: "Regardless of the measures that have been taken, any building will collapse if the ground under it shakes hard enough or becomes permanently deformed."

History has thus far indicated that Sacramento is relatively free from major earthquake activity. With continuously improving construction standards, it can be concluded that all structures built within the last few years are reasonably safe from seismic hazards.



FAULTS IN CALIFORNIA ZONED UNDER THE ALQUIST - PRIOLO SPECIAL STUDIES ZONE ACT OF 1972

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update 1986-2006

GOALS AND POLICIES FOR SEISMIC SAFETY

Goal A

Protect lives and property from unacceptable risk of hazards due to seismic and geologic activity to the maximum extent feasible.

Policy 1

Prohibit construction of structures for permanent occupancy across faults, should any be designated.

Policy 2

Continue to require soils reports and geological investigations for determining liquefaction, expansive soils and subsidence problems on sites for new subdivision and/or multiple-story buildings in the City of Sacramento.

Policy 3

Continue to implement the Uniform Building Code requirements that recognize State and federal earthquake protection standards in the construction or repair of buildings.

Policy 4

Support a jointly sponsored City/County /State soils investigation in the downtown area to determine if there is a liquefaction problem in this area.

Policy 5

Initiate a comprehensive survey of all older buildings and places of public assembly and recommend realistic measures to rehabilitate or remove those structures determined to be structurally unsafe. Special consideration should be given to historic or particularly aesthetic buildings.

Policy 6

Initiate and adopt a parapet ordinance that would require the removal or strengthening of poorly anchored parapets or architectural detailings, and yet be in balance with the expressed community objectives for historical structures preservation.

Policy 7

Cooperate with and encourage the federal, State and other jurisdictions to investigate seismic and other hazards and to develop mitigation measures.

FLOOD HAZARDS

The overflow of water onto land which is not generally covered by water is known as flooding. There are three main factors that could lead to flooding in Sacramento. These are river induced flooding, rainfall induced flooding which is discussed under seismic safety. Although these potential flood hazards are similar in nature these differ in terms of what areas are directly affected and what measures can be taken to minimize the risk of flooding.

RIVER INDUCED FLOODING

High water levels along the Sacramento and American Rivers are a common occurrence in the winter and early spring months. This water is contained within the flood plain areas and adjacent levee system, the social and economic disruption could be significant.

The tow main levee systems that protect the City were constructed at the turn of the Century by local interests. The levees were constructed of silt and sand dredged from the river bottom. These levees were subsequently upgraded in the 1940's and 1950's.

The amount of water flowing through the levee system is controlled by Folsom Dam on the American River and the reserve overflow area of the Yolo Bypass on the Sacramento River. Regular inspection and repair of the levees are undertaken by various public agencies.

Map 7 shows the currently adopted 100-year hazard areas, levee seepage areas, and low-level areas within the City. These areas may be changed once studies resulting from the January February of 1986 high water event are complete.

In February of 1986, the levee system passed a volume of water generated by the eighty to one hundred year flood event. This high water volume was attributable to heavy rain fall of long duration. When constructed, Folsom Dam was designed with a 1,010,900 acre feet capacity. In February 1986, the Dam held 1,142,000 acre feet of water at its maximum detention.

Although the February 1986 storm caused some flooding in certain areas,, the major levee systems that protect the City from disaster withstood record water flows. Some damage did occur in certain sections to the two main levees. These failures were the result of instability, seepage, and boils. The U.S. Army Corps of Engineers has evaluated the condition of these failures and is the responsible agency for correcting the problems. Map 8 indicates the specific location of problem areas experienced during the high water flows in February of 1986.

The Army Corps of Engineers is also conducting studies of the American and Sacramento River Systems. These studies will review flood control alternatives and adequacy of the river levee system. Anticipated completion date is October 1990. Another ongoing Corps study is on the Dry Creek watershed due out in early 1988. The Corps is also scheduled to begin a general investigation study of the Sacramento Metropolitan Area in October 1988, to be completed in 1991-92.

A Sacramento Flood Insurance Study is also underway. FEMA (Federal Emergency Management Agency) is conducting a two-part study to determine the adequacy of the City's current flood plain ordinance restrictions and to recommend changes if needed. The official FEMA flood plain maps will also be reviewed. This study is anticipated to be completed by March 1989. A Bureau of Reclamation and Department of Water Resources study of American River flood control alternatives is scheduled for release in September 1987.

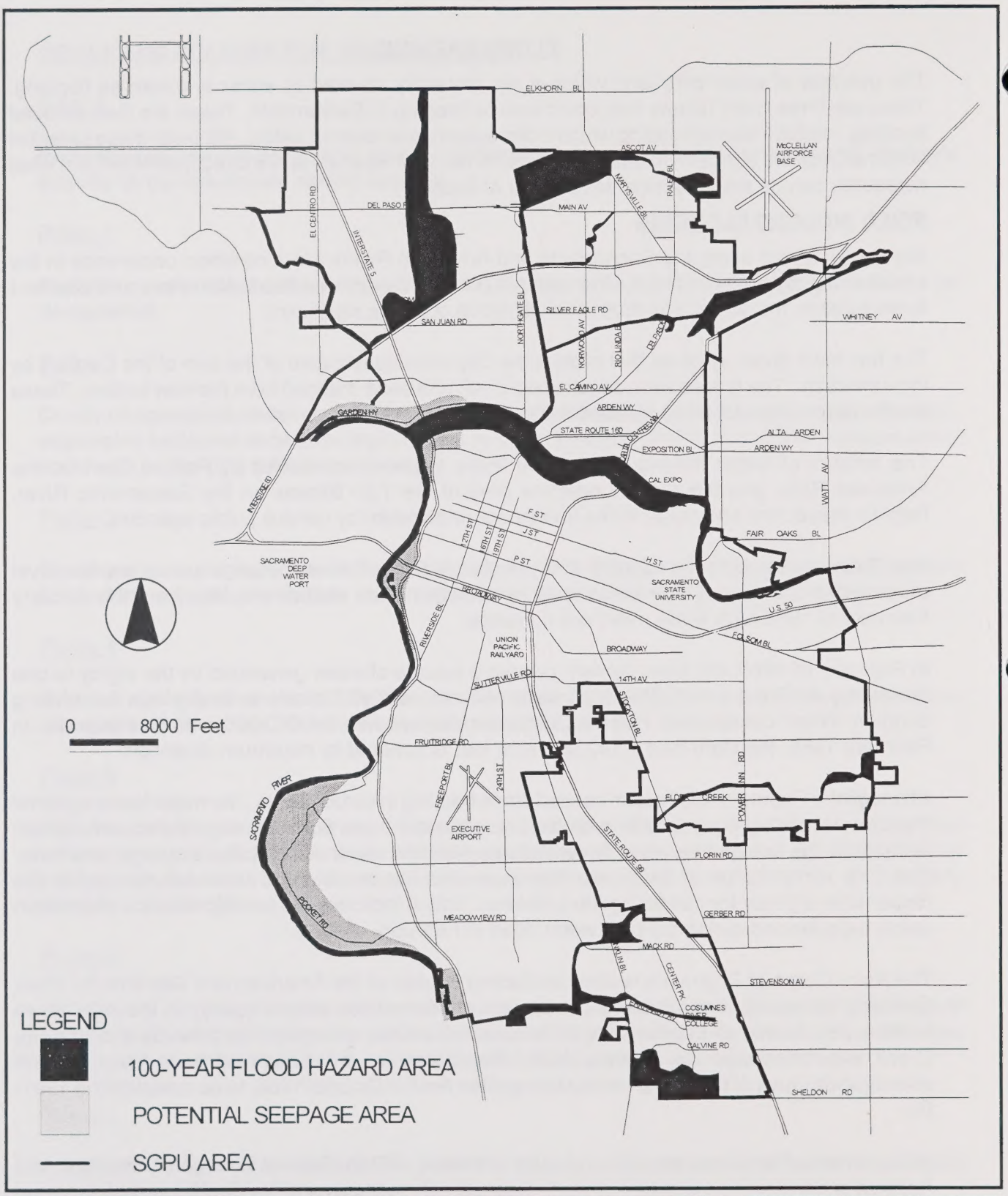

EXHIBIT W-3. 100 - YEAR FLOOD HAZARD AREAS AND LEVEE SEEPAGE AREAS

Sources: Federal Emergency Management Agency Floodway Maps for City of Sacramento, September 21, 1982. California Department of Water Resources 1967.

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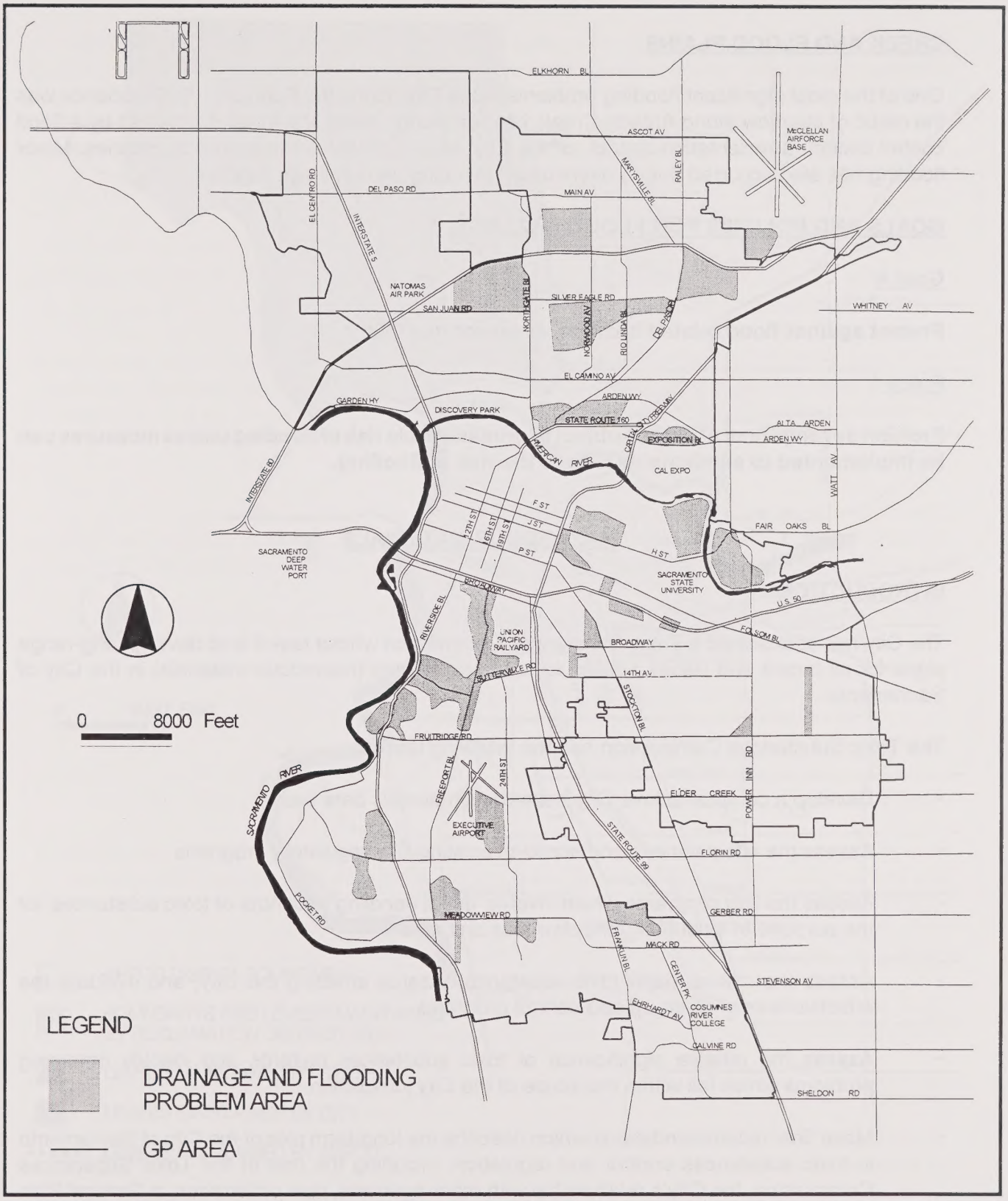
update 1986-2006



DRAINAGE AND FLOODING PROBLEMS DURING THE 1986 EPISODE

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update 1986-2006

CREEK AND FLOOD PLAINS

One of the most significant flooding problems in the City during the February 1986 incidence was the result of overflow along Arcade Creek. Levees along creeks are either maintained by a flood control district, a reclamation district, or the City. Map 9 indicates the district boundaries. Minor flooding has also occurred due to overworked pumping and drainage facilities.

GOALS AND POLICIES FOR FLOOD HAZARDS

Goal A

Protect against flood related hazards wherever feasible.

Policy 1

Prohibit development of areas subject to unreasonable risk of flooding unless measures can be implemented to eliminate or reduce the risk of flooding.

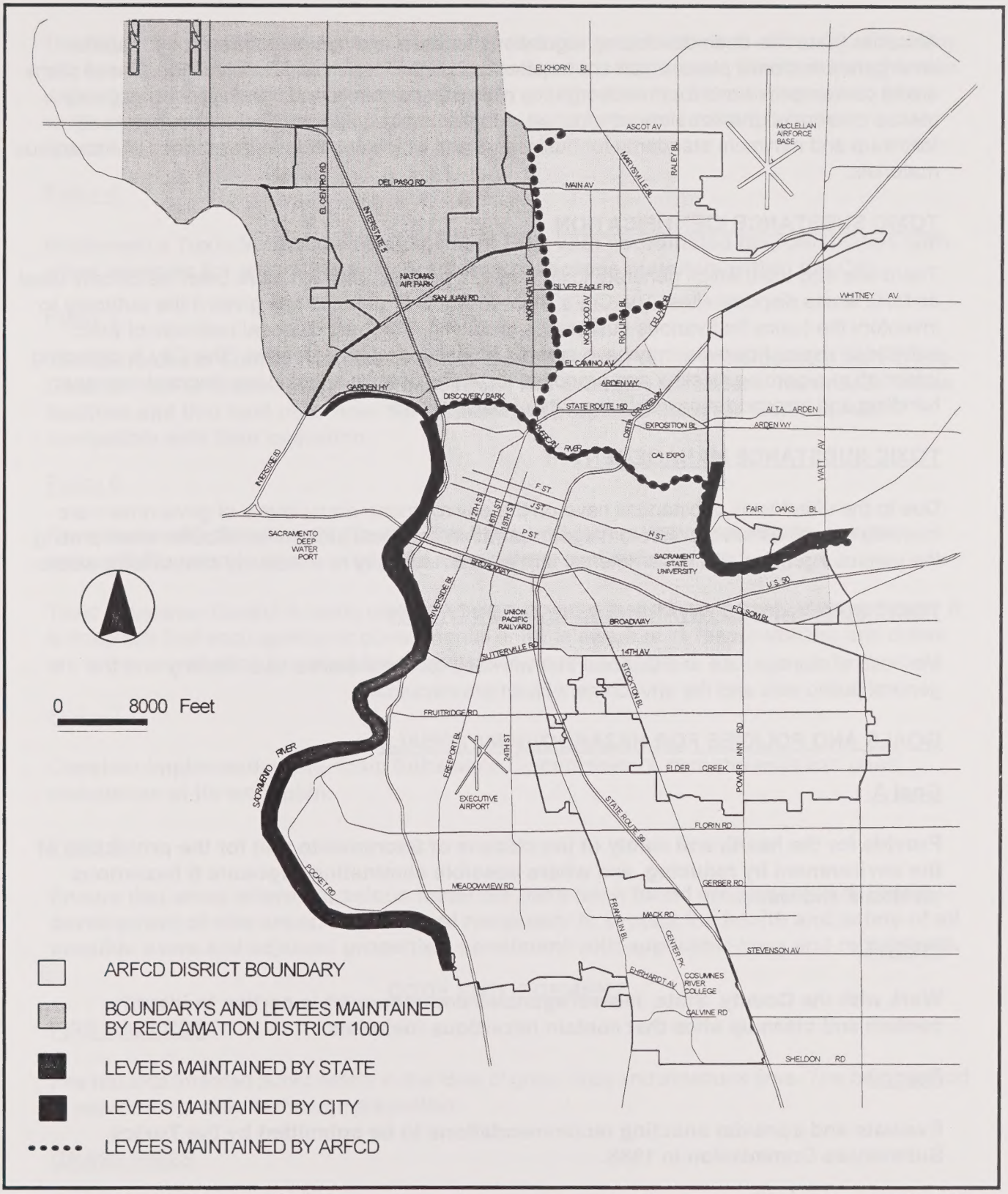
HAZARDOUS MATERIALS

INTRODUCTION

The City has established a Toxic Substances Commission whose task it is to develop long-range plans for all facets and issues related to toxic substances (hazardous materials) in the City of Sacramento.

The Toxic Substances Commission has the following tasks:

- Develop a comprehensive City hazardous materials data base.
- Assess the effectiveness and scope of existing City regulatory programs.
- Assess the City programs which involve direct handling or control of toxic substances for the purpose of evaluating effectiveness and safety.
- Assess the risk of major toxic substance hazards affecting the City, and evaluate the effectiveness of clean-up and control programs.
- Assess the relative significance of toxic substances hazards and identify emerging problems which fall within the scope of the City jurisdiction.
- Make final recommendations which describe the long-term role of the City of Sacramento in toxic substances control and regulation, including the role of the Toxic Substances Commission, the City's relationship with other agencies, new ordinances, a General Plan Element, and changes in City operations.



LEVEES AND FLOOD CONTROL DISTRICT BOUNDARIES

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update 1986-2006

Also, the State has been developing regulations for area and business hazardous material emergency response plans which are required under the Health and Safety Code. These plans are to contain provisions for pre-emergency planning, protocols and training for emergency rescue personnel, public safety information, supplies and equipment, incident critique and follow-up and minimum standards for business plans which will include inventories of hazardous materials.

TOXIC SUBSTANCE IDENTIFICATION

There are land uses which generate toxic waste, a number of which have been historically used as toxic waste disposal sites. The City's Right-to-Know Ordinance has given it the authority to inventory the toxics that various businesses are using. The past disposal methods of toxic substance users, however, may have created an environmental problem. The City is collecting information regarding existing and proposed locations of toxic substances disposal, storage, handling and transportation within the City of Sacramento.

TOXIC SUBSTANCE MANAGEMENT

Due to the effect toxic substances have on the environment, many levels of government are involved as well as several different agencies within one local jurisdiction. Coordination among the various agencies and governmental utilities is a necessity to effectively control toxic waste.

TOXIC SUBSTANCES AWARENESS AND EDUCATION

Methods of storage, use and disposal that will keep toxic substance user healthy and the general public safe and the environment clean are necessary.

GOALS AND POLICIES FOR HAZARDOUS MATERIALS

Goal A

Provide for the health and safety of the citizens of Sacramento and for the protection of the environment by reducing, and where possible eliminating exposure ti hazardous materials and waste.

Policy 1

Work with the County, State, federal agencies and responsible parties to identify, contain and clean up sites that contain hazardous materials.

Policy 2

Evaluate and consider enacting recommendations to be submitted by the Toxics Substances Commission in 1988.

Policy 3

Encourage "clean industry" to operate in the City of Sacramento.

The City of Sacramento defines "clean industry" as those industries which efficiently, effectively, and financially handle the removal of waste products which they create. "Clean industry" is also understood to include those businesses which do not introduce hazardous materials to the waste stream, and also those which minimize the use of hazardous materials in their operations.

Policy 4

Implement a Toxic Substances Management Plan with coordinated responsibilities with other agencies for regulating and controlling hazardous materials within the City.

Policy 5

The Sacramento County Hazardous Waste Management Plan is considered a part of the General Plan to ensure that suitable locations are available for needed hazardous waste facilities and that land uses near the facilities, or proposed sites for facilities, are compatible with their operation.

Policy 6

Coordinate with Sacramento County, the State and federal governments to ensure compatibility among plans, programs, regulations and safeguards.

Toxic Substance Control is being developed and carried out at different levels of government. It is important that each agency or governmental entity is aware of its responsibilities and duties are in the overall effort to control toxic substances abuse and use.

Policy 7

Consider implementing the Toxic Substance Commission's recommendation upon completion of its work plan.

Policy 8

Ensure that areas where hazardous materials have been found are remediated, before development of new areas, to the extent necessary to protect the health and safety of all possible users and adjacent properties, consistent with applicable laws and regulations.

CODE ENFORCEMENT

FIRE HAZARDS

Fire hazards threaten public safety in the form of grass fires and structural fires. The best method to reduce these risks is through prevention.

GRASS FIRES

Prevention of grass fires in the City is being accomplished by enforcing the City's weed abatement program. Vacant lots that are unattended and become overgrown with dry grass and weeds are the major cause of grass fires. Danger from this source is most common during the hot dry summer months. Grass fires threaten nearby development and create hazards such as smoke screens that impair visibility for drivers.

The City monitors vacant land through aerial surveillance and field surveys. The City notifies owners of vacant property regarding unattended overgrown vegetation and requires compliance by the property owner. If the property owner does not comply the City abates the problem at the owner's expense. In rural areas with a five acre minimum parcel size, a fifty foot firebreak is required around the perimeter of the property. Weed abatement is enforced for the firebreak the same way as for vacant urban lots. Where extreme fire hazard may result in open fields, the property owner is required to clear the entire site.

The City's weed abatement program was instituted in 1971 when approximately 3,200 grass fires were recorded for the year. This program has been successful in that there were only 1,428 fires for 1985 and a projected total of 1,000 fires for 1986.

STRUCTURAL FIRES

Another source of fire hazards is structural fire. Prevention measures help to minimize the incidence of structural fire in the City. The prevention of structural fires is accomplished through the Uniform Building Code, Uniform Fire Code, the Subdivision Ordinance and Code Enforcement. The City inspects commercial, industrial, hotel and apartment buildings on a regular basis.

New construction must meet minimum building and fire codes to ensure against fire hazards. Older structures are inspected to determine if corrective measures are necessary to protect the public form the dangers of fire. Older buildings that have been found to be unsafe or dangerous are required to be corrected or they are removed.

The City of Sacramento has taken other fire measures that are of a long-range nature. These measures include regulating land uses and the structural design of new buildings by the Planning Division through the administration of the zoning and subdivision ordinance regulations. The provision of fire fighting facilities and municipal utilities is included in the Public Facilities and Service Element. Part of the Fire Prevention Program includes: providing and maintaining adequate emergency exits in buildings, inspecting future development plans for adequate peakload water supply and constant water flow level, ensuring minimum road widths and adequate structural clearance around buildings for fire fighting equipment maneuvering.

OTHER FIRE HAZARDS

Potential Fire Hazard Areas: There are some areas in Sacramento which have large concentrations of combustible materials. These are generally referred to as " Target Hazards" because they contain highly flammable materials or are grouped in such a manner as to increase the potential risk of large-scale fires. These "target hazards" are as follows:

- **Lumber Yards:** The location of lumber yards is often in congested urban areas. Too much lumber crowded into a small place can readily ignite and the resulting fire can spread quickly. Vast amounts of water are needed to control such fires and mains in the vicinity are often not large enough to furnish this water.

- **Bulk Oil Storage Stations:** These are paces from which fuel oil and gasoline are distributed to retailers and consumers. Such storage stations are usually not allowed in congested areas, as the exposure hazard to neighboring property be disastrous if they ignite.

- **Public Buildings:** These structures are usually places where large numbers of people assemble. The older structures are particularly hazardous because of their older construction and materials.

- **Mercantile Properties:** The preponderance of mercantile properties are small retail stores and commercial businesses. These properties usually have a poor fire record. Often they are without adequate warning devices and sprinkler system, and their owners are often unaware of modern fire protection measures.

- **Industrial Properties:** This type of property usually has a good fire rating because large inventories of goods would be lost if adequate fire protection programs did not exist. These properties are target hazards, however, because they frequently contain large amounts of flammable materials or combustible substances used in their day-to-day industrial processing.

Estimated Fire Damage

Fire loss in the City was $8, 785, 544 in 1985. The most significant fire loss was experienced in residential and commercial properties. In assessing the City for fire risk the Insurance Service Office, which surveys and rates all cities in the United States, has identified Sacramento as "Statistically Rated Community" with a rating of 2/9. This rating indicates Sacramento is among those cities that a population of over 250,000 with excellent fire protection. The 9 rating is a modifier which indicates fire loss in the City.

GOALS AND POLICIES FOR FIRE PROTECTION AND PREVENTION

Goal A

Maintain effective programs of fire protection and prevention.

Policy 1

Continue the Fire Department's program of inspecting all public and private buildings, and review all future developments to ensure maximum safety from potential fire hazards.

Policy 2

Require existing and proposed buildings to have adequate fire protection measures to reduce the potential loss of lives and properties.

Policy 3

Continue the City's Weed Abatement Program to reduce the risk of grass fire.

OTHER HEALTH AND SAFETY HAZARDS

SUBSTANDARD STRUCTURES

Substandard structures can pose health problems due to inadequate heating, plumbing and sewage disposal systems. Structures can also pose problems due to structural deficiencies which may cause building parts to collapse or dismember. The City's Code Enforcement and Building Inspection Divisions are responsible for inspecting and abating these problems in conjunction with the County Health Department.

Abandoned buildings and open structures are another source of hazard. These structures are required to be closed and secured and any potential safety hazards are to be eliminated by the property owner.

OTHER HAZARDS

The following is a synopsis of some other health and safety hazards that the City corrects through abatement proceedings:

- Inoperative vehicles on public streets that create traffic and parking problems.
- Improperly stored vehicles on unimproved lot and fields that are not properly secured and/or do not meet zoning requirements.
- Improper disposal of junk and debris which attracts rodents and other pests.
- The dumping of construction debris which creates safety hazards.
- Signs and displays which block public rights-of-way.
- The improper disposal of raw sewage in faulty septic systems and open pits are problems addressed by City Code Enforcement In conjunction with the County Health Department.

GOALS AND POLICIES FOR OTHER HEALTH SAFETY HAZARDS

Goal A

Policy 1

Continue Code Enforcement programs that reduce the risks associated with dangerous buildings.

Policy 2

Continue to support programs that reduce health and safety hazards.

Policy 3

Target code enforcement programs in areas identified as having a high incidence of health, safety and other code violations.

NOISE

INTRODUCTION

The Noise Element has been prepared in accordance with the requirements of Section 65302 (F) of the California Government Code, This section requires that general plans in the State of California contain:

> "..... a Noise Element which shall identify and appraise noise problems in the community. The Noise Element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify to the extent practicable, as determined by the legislative body, current and projected noise levels for all the following sources:
>
> - Highways and freeways
> - Primary arterials and major local streets
> - Passenger and freight on-line railroad operations and ground rapid transit systems.
> - Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.
> - Local industrial plants including, but not limited to railroad classification yards
> - Other ground stationary noise sources identified by local agencies as contributing to the community noise environment
>
> Noise contours shall be shown for all sources and stated in terms of community noise equivalent level (CNEL) or day-night average noise level (Ldn). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in paragraphs 1 to 6, inclusive.
>
> The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise.
>
> The noise element shall include implementation measure and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the State's Noise Insulation Standards."

As the requirements point out, the purposes of the Noise Element are: to inventory existing noise exposure and to project future noise levels, to develop procedures to ensure that future development is compatible with the existing and projected noise environment; to reduce noise where possible to an acceptable level; and finally, to avoid increasing noise levels beyond acceptable amounts.

The emphasis of the Noise Element is on evaluating, controlling, and planning for "community noise". Community noise is the composite of noise generated by a variety of noise sources. The major noise sources are transportation related; automobile and truck traffic, railroad traffic, and aircraft. It is beyond the scope of the noise element to develop strategies for controlling the noise emanating from individual vehicles or aircraft. Aircraft noise emission and the noise emission of interstate motor carriers (trucks) are controlled by the federal government. The noise emission of individual automobile and trucks sold and/or used in California is controlled by the State Motor Vehicle Code. The noise emission of power boats is controlled by the State Harbors and Navigation Code. The noise emission of fixed noise sources, such as swimming pool pumps, air conditioners, etc. are controlled by the City's Noise Ordinance. The purpose of the Noise Element is to provide guidelines for controlling the noise emanating from the transportation facility rather than individual vehicles, and to develop guidelines for planning new development in areas affected by these sources. The Noise Element accomplishes this by:

- Providing an inventory of existing noise exposure.
- Projecting year 2016 noise exposure
- Presenting standards for acceptable levels of community noise for proposed development
- Developing procedures and criteria for evaluating projects which have the potential to generate noise
- Suggesting ways in which noise levels in existing noisy areas could be reduced

MAJOR NOISE SOURCES

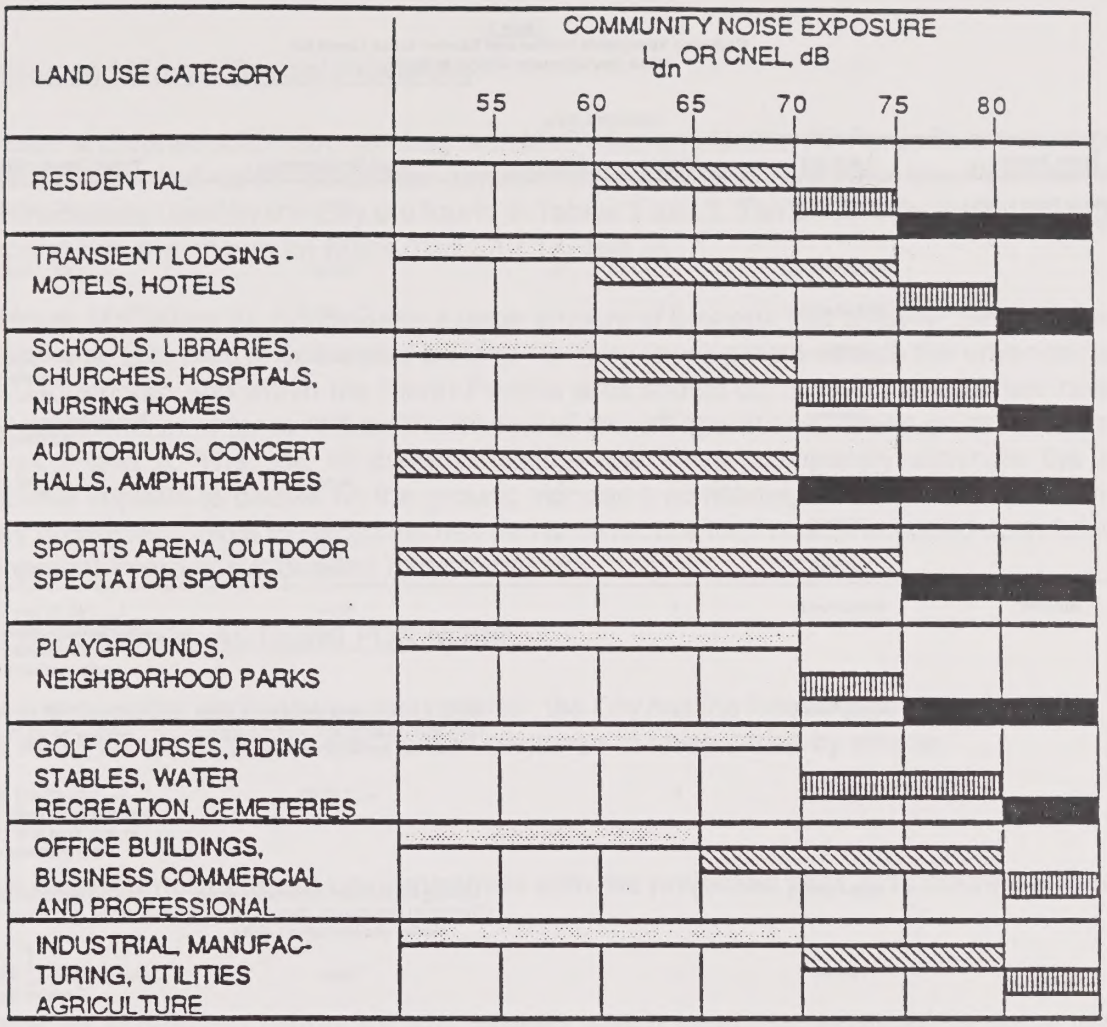
There are three major sources in the City of Sacramento:

- Surface traffic noise consisting of noise emanating from the major freeways in the City and primary arterials and major city streets
- The Union Pacific and Southern Pacific Railroads
- Aircraft noise generated by activity at Sacramento Metro Airport, Sacramento Executive Airport, McClellan Air Force Base, and Mather Air Force Base.

The running of light rail cars was believed initially to be a potential major noise source. It has since been proven otherwise by the Regional Transit District. Existing information indicates that the noise does not exceed the "normally acceptable" level for surrounding proposed land uses as described in Figure 3 and Table 1.

The methods used to determine the existing and future noise levels generated by these sources are described in the Environmental Impact Report on the Sacramento General Plan. The EIR includes existing noise levels at the locations monitored for the preparation of the Noise Element; existing and year 2016 noise levels for the LRT lines and railroad lines.

Figure 3



INTERPRETATION

NORMALLY ACCEPTABLE
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise requirements.

NORMALLY UNACCEPTABLE
New construction or development should be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirement must be made and needed noise insulation features included in the design.

CONDITIONALLY ACCEPTABLE
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE
New construction or development clearly should not be undertaken.

LAND USE COMPATIBILITY
FOR
COMMUNITY NOISE ENVIRONMENTS

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

Table 1
Maximum Acceptable Interior and Exterior Noise Levels for New Development without Mitigation

Noise Source	Land Use	Applicable Area: Interior	Applicable Area: Exterior	State Requirements	Noise Element Requirements
Traffic or fixed source (industrial, plants, etc.)	Single-Family	x		None	$L_{dn} \leq 45$ db[2]
	Single-Family		x	None	$L_{dn} \leq 60$ db in backyards
	Multi-Family[1]	x		$L_{dn} \leq 45$ dB	$L_{dn} \leq 45$ dB
	Multi-Family		x	None	$L_{dn} \leq 60$ dB in common outdoor use areas
	Schools	x		None	Noisiest hourly $L_{eq} \leq 40$ dB during school day
	Schools		x	None	$L_{dn} \leq 60$ dB
	Libraries	x		None	Noisiest hour $L_{eq} \leq 45$ dB
	Libraries		x	None	None
Aircraft	Single-Family	x		None	$L_{dn} \leq 45$ dB and maximum instantaneous levels of ≤ 50 dBA in bedrooms and ≤ 55 dBA in other habitable rooms[2]
	Single-Family		x	CNEL ≤ 65 dB (State Aeronautics Noise Standards) requirement does not apply to Mather and McClellan's AFB's	CNEL ≤ 60 dB for Metro Airport CNEL ≤ 65 dB for all others
	Multi-Family	x		$L_{dn} \leq 45$ dB	$L_{dn} \leq 45$ dB and maximum instantaneous levels of ≤ 50 dBA in bedrooms and ≤ 55 dBA in other habitable rooms[2]
	Multi-Family		x	CNEL ≤ 65 dB (State Aeronautics Noise Standards) requirement does not apply to Mather and McClellan's AFB's	CNEL ≤ 60 dB for Metro Airport CNEL ≤ 65 dB for all others
	Schools	x		None	Noisiest hourly $L_{eq} \leq 40$ dB during school day
	Schools		x	CNEL ≤ 65 dB (State Aeronautics Noise Standards) requirement does not apply to Mather and McClellan's AFB's	CNEL ≤ 60 dB for Metro Airport CNEL ≤ 65 dB for all others
	Libraries	x		None	Noisiest hour $L_{eq} \leq 45$ dB
	Libraries		x	None	None
Rail Traffic	Single-Family	x		None	$L_{dn} \leq 45$ dB and maximum instantaneous levels of ≤ 50 dBA in bedrooms and ≤ 55 dBA in other habitable rooms[2]
	Single-Family		x	None	$L_{dn} \leq 60$ dB
	Multi-Family	x		$L_{dn} \leq 45$ dB unless there are less than 4 trains per day between 7:00 a.m. and 10:00 p.m. and there are no trains between 10:00 p.m. and 7:00 a.m.	$L_{dn} \leq 45$ dB and maximum instantaneous levels of ≤ 50 dBA in bedrooms and ≤ 55 dBA in other habitable rooms[2]
	Multi-Family		x	None	$L_{dn} \leq 60$ dB
	Schools	x		None	Noisiest hourly $L_{eq} \leq 40$ dB during school day
	Schools		x	None	Maximum instantaneous levels ≤ 85 dBA
	Libraries	x		None	Noisiest hour $L_{eq} \leq 45$ dB
	Libraries		x	None	None

1 Multi-family includes hotel, motel, apartment houses and dwellings other than detached single-family dwellings as defined by title 24, Part 2, California Administrative Code.

2 The requirement for interior noise exposure is triggered when the exterior L_{dn} exceeds 60 dB.

3 Projects for which U.S. Department of HUD financing is requested are subject to HUD noise requirements. The noise element requirements listed in this table are at least as stringent as the HUD requirements.

McClellan and Mather Special Provisions

Land uses and construction surrounding both McClellan and Mather Air Force Bases are regulated by special noise and safety guidelines derived from Comprehensive Land Use Plans adopted in 1987. Guidelines used by the City are found in Tables 2 and 3. The areas affected by aircraft noise and operations are shown on Maps 10,11,12,13, and 14.

Adjacent to McClellan Air Force Base a large amount of property has already been committed to development. This area is delineated on Map 12. New development outside the urbanized area of North Sacramento and within the Florin-Perkins area should comply with appropriate noise and safety guidelines in order to reduce the impact of aircraft operations. These guidelines are found inTables 2 and 3. The use of these guidelines can never completely eliminate the aircraft operational impacts to people on the ground, nor can it completely address the impacts in areas already urbanized. What these guidelines can do is reduce the impacts imposed upon future new development in areas surrounded by both bases.

GOALS, POLICIES, ACTIONS FOR NOISE

To provide for noise and land use compatibility, the City has the following goals and policies. These Goals and Policies recognize that human response to noise varies by source.

Goal A

Future development should be compatible with the projected year 2016 noise environment.

Policy 1

Require an acoustical report for any project which would be exposed to noise levels in excess of those shown as normally acceptable in Figure 3. The contents of the acoustical report shall be described in the Noise Assessment Report Guidelines. No acoustical report shall be required where City staff has an existing acoustical report on file which is applicable.

The City's noise exposure maps at a scale of 1 inch =1,000 feet on file with the Department of City Planning shall be used along with other applicable information to assist in making a preliminary determination of a site's noise exposure. Photocopy reductions of the noise exposure maps are included in this element as Figures 4a, 4b, and 4c.

Table 2
McClellan Air Force Base & Mather Air Force Base

Land Use Compatibility Guidelines for Noise

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY WITH				
	60-65 CNEL	65-70 CNEL	70-75 CNEL	75-80 CNEL	80-85 CNEL
RESIDENTIAL [1]					
Single-family detached [2]	Yes	No	No	No	No
Two-family dwelling	Yes	No	No	No	No
Multi-family dwelling (3+ families)	Yes	No	No	No	No
Group quarters & rooming houses (702, 704)	Yes	No	No	No	No
Mobile home parks or courts (6515)	Yes	No	No	No	No
MANUFACTURING					
Food & kindred products (20)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Textiles and apparel (22, 23)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Transportation equipment (37)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Lumber & wood products (24)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Furniture & fixtures (25)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Paper & allied products (26)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Printing & publishing (27)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Chemicals & allied products (28)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Asphalt paving & misc. petroleum (295, 299)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Petroleum refining (29)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Rubber & plastics (30)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Stone, clay, glass & concrete products (32)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Primary & fabricated metals (33, 34)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Electrical & electronic equipment (36)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Leather products (31)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Industrial, commercial & computer equipment (35)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Photo, optical & medical equipment (38)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Miscellaneous manufacturing (39)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
TRANSPORTATION, COMMUNICATIONS & UTILITIES					
Streets, roads & highways	Yes	Yes	Yes	Yes	Yes
Heavy rail lines: freight & passenger (40)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Light rail lines: passenger (41)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Trucking & rail freight terminals (42)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Warehousing & storage (422)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Passenger terminals & stations	Yes	Yes	Yes[3]	Yes[3]	NO
Water transportation: freight and passenger (44)	Yes	Yes	Yes[3]	Yes[3]	NO
Parking lots (752)	Yes	Yes	Yes	Yes	Yes
Transportation services (47)	Yes	Yes	Yes[3]	Yes[3]	NO
Radio, TV & telephone (48)	Yes	Yes	Yes[3]	Yes[3]	NO
Courier service (4215)	Yes	Yes	Yes[3]	Yes[3]	NO
Electrical & natural gas generation and switching (491, 492)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Natural gas & petroleum pipelines & storage (46)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]

Table 2 (continued)
McClellan Air Force Base & Mather Air Force Base

Land Use Compatibility Guidelines for Noise

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY WITH				
	60-65 CNEL	65-70 CNEL	70-75 CNEL	75-80 CNEL	80-85 CNEL
TRANSPORTATION, COMMUNICATIONS &UTILITIES (continued)					
Water treatment plants (494)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Sewer treatment plants (4952)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Sanitary landfills (4953)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Recycling & transfer facilities (4953)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Hazardous materials facilities (4953)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
WHOLESALE TRADE					
Paints, varnishes & supplies (5198)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Chemicals & allied products (516)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Petroleum terminals & wholesales (517)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Miscellaneous wholesale trade (50, 51)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
RETAIL TRADE					
Department & variety stores (single) (53)	Yes	Yes	Yes[3]	Yes[3]	No
Lumber, building materials & nurseries (521, 526)	Yes	Yes	Yes[3]	No	No
Grocery & drug stores (54)	Yes	Yes	Yes[3]	Yes[3]	No
Paint, glass, wallpaper & hardware (523, 525)	Yes	Yes	Yes[3]	Yes[3]	No
Auto, truck, boat & RV dealers (55)	Yes	Yes	Yes[3]	Yes[3]	No
Mobile home dealers (527)	Yes	Yes	Yes[3]	Yes[3]	No
Auto & truck service stations (554)	Yes	Yes	Yes[3]	Yes[3]	No
Fuel dealers (598)	Yes	Yes	Yes[3]	Yes[3]	No
Apparel & shoes (56)	Yes	Yes	Yes[3]	Yes[3]	No
Home furnishings (57)	Yes	Yes	Yes[3]	Yes[3]	No
Eating & drinking (58)	Yes	Yes	Yes[3]	Yes[3]	No
Miscellaneous retail trade (59)	Yes	Yes	Yes[3]	Yes[3]	No
BUSINESS & PERSONAL SERVICES					
Auto, truck, boat, RV & miscellaneous repair (75, 76)	Yes	Yes	Yes[3]	Yes[3]	No
Mobile home repair (1521)	Yes	Yes	Yes[3]	Yes[3]	No
Commercial laundries & cleaning (721)	Yes	Yes	Yes[3]	Yes[3]	No
Coin-operated laundries (7215)	Yes	Yes	Yes[3]	Yes[3]	No
Photographers, beauty & barber, shoe repair (722, 725)	Yes	Yes	Yes[3]	Yes[3]	No
Funeral services (726)	Yes	Yes	Yes[3]	Yes[3]	No
Business services (73)	Yes	Yes	Yes[3]	Yes[3]	No

Table 2 (continued)
McClellan Air Force Base & Mather Air Force Base

Land Use Compatibility Guidelines for Noise

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY WITH				
	60-65 CNEL	65-70 CNEL	70-75 CNEL	75-80 CNEL	80-85 CNEL
BUSINESS & PERSONAL SERVICES (continued)					
Computer programming & data processing (737)	Yes	Yes	Yes[3]	Yes[3]	No
Travel agencies (4724)	Yes	Yes	Yes[3]	Yes[3]	No
Legal & engineering (81, 87)	Yes	Yes	Yes[3]	Yes[3]	No
Banks, credit unions & financial (63, 64, 65)	Yes	Yes	Yes[3]	Yes[3]	No
Hotels, motels, inns, bed & breakfast (701)	Yes	Yes	Yes[3]	Yes[3,4]	No
Business parks & industrial clusters	Yes	Yes	Yes[3]	Yes[3]	No
Offices for rent or lease	Yes	Yes	Yes[3]	Yes[3]	No
Business & vocational schools (824, 829)	Yes	Yes	Yes[3]	Yes[3]	No
Construction businesses (15, 16, 17)	Yes	Yes	Yes[3]	Yes[3]	No
Miscellaneous personal services (729)	Yes	Yes	Yes[3]	Yes[3]	No
SHOPPING DISTRICTS					
Neighborhood shopping centers	Yes	Yes	Yes[3]	Yes[3]	No
Community shopping centers	Yes	Yes	Yes[3]	Yes[3]	No
Regional shopping centers	Yes	Yes	Yes[3]	Yes[3]	No
PUBLIC AND QUASI-PUBLIC SERVICES					
Post Offices (53)	Yes	Yes	Yes[3]	Yes[3]	No
Government offices (91-96)	Yes	Yes	Yes[3]	Yes[3]	No
Government and social services (83)	Yes	Yes	Yes[3]	Yes[3]	No
Elementary & secondary schools (821)	Yes	Yes[3,4]	No	No	No
Colleges and universities (822)	Yes	Yes[3,4]	No	No	No
Hospitals (806)	Yes	Yes[3,4]	Yes[3,4]	No	No
Medical and dental Laboratories (807)	Yes	Yes	Yes[3]	Yes[3]	No
Doctor & dentist offices (801-804)	Yes	Yes	Yes[3]	Yes[3]	No
Museums & art galleries (84)	Yes	Yes[3,4]	No	No	No
Libraries (823)	Yes	Yes[3,4]	No	No	No
Churches (866)	Yes	Yes[3,4]	No	No	No
Cemeteries (6553)	Yes	Yes	Yes[3]	Yes[3]	No
Jails & detention centers (9223)	Yes	Yes	Yes[3]	No	No
Child care programs (6 or more children) (835)	Yes	Yes[3,4]	No	No	No
Nursing care facilities (805)	Yes	Yes[3,4]	No	No	No
RECREATION					
Neighborhood Parks	Yes	Yes	Yes[3]	No	No
Community-wide & regional parks	Yes	Yes	Yes[3]	No	No
Riding stables	Yes	Yes	Yes[3]	No	No

Table 2 (continued)
McClellan Air Force Base & Mather Air Force Base

Land Use Compatibility Guidelines for Noise

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY WITH				
	60-65 CNEL	65-70 CNEL	70-75 CNEL	75-80 CNEL	80-85 CNEL
RECREATION (continued)					
Golf courses (7992)	Yes	Yes	Yes[3]	Yes[3]	No
Open space & natural areas	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Natural water areas	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Recreation & amusement centers (793, 799)	Yes	Yes	Yes[3]	Yes[3]	No
Physical fitness & gyms (7991)	Yes	Yes	Yes[3]	Yes[3]	No
Camps, campgrounds & RV parks (703)	Yes	Yes	No	No	No
Dance halls, studios, schools (791)	Yes	Yes	Yes[3]	Yes[3]	No
Theaters- live performance (7922)	Yes	Yes[3,4,5]	Yes[3,4,5]	No	No
Motion picture theater- single or double (783)	Yes	Yes[3,4]	Yes[3,4]	No	No
Motion picture theater complex- 3 or more (783)	Yes	Yes[3,4]	Yes[3,4]	No	No
Professional sports (7941)	Yes	Yes	Yes	No	No
Stadiums and arenas	Yes	Yes	Yes	No	No
Auditoriums, concert halls, amphitheaters	Yes	Yes[3,4,5]	Yes[3,4,5]	No	No
Fairgrounds and expositions (7999)	Yes	Yes	Yes	No	No
Racetracks (7948)	Yes	Yes	Yes	No	No
Theme parks	Yes	Yes	Yes	No	No
AGRICULTURE AND MINING					
Row & field crops (011, 013, 016)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Tree crops (012)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Intensive livestock (021, 024, 027)	Yes	Yes	Yes[3]	No	No
Nursery products (018)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Poultry (025)	Yes	Yes	Yes[3]	No	No
Pasture & grazing	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Agricultural services (07)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Mining & quarrying (10, 12, 14)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]
Oil & gas extraction (13)	Yes	Yes	Yes[3]	Yes[3]	Yes[3]

Footnotes:

1 Caretaker residences are a compatible use within all CNEL ranges, provided that they are ancillary to the primary use of a property, intended for the purpose of property protection or maintenance, and subject to the condition that all residential units be designed to limit intruding noise such that interior noise levels do not exceed 45 CNEL, with windows closed, in any habitable room.

2 Second residential units are a compatible use within all CNEL ranges, subject to the condition that the proposed second unit be consistent with the provisions of Sections 65852.1 and 65852.2 of the California Government Code.

3 Measures to achieve an interior noise level of 50 CNEL must be incorporated into the design and construction of portions of buildings where the public is received, office areas and other areas where people work or congregate.

4 Measures to achieve an interior noise level of 45 CNEL must be incorporated into the design and construction of all noise sensitive areas including, but not limited to, rooms designated for the purpose of sleep, libraries, churches, and areas intended for indoor entertainment events.

Table 3

McClellan Air Force Base & Mather Air Force Base
Land Use Compatibility Guidelines for Safety

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY		
	CLEAR ZONE	APPROACH-DEPARTURE ZONE	OVERFLIGHT ZONE
RESIDENTIAL			
Single-family detached	NO	YES [1]	YES
Tow-family dwelling	NO	NO	YES
Multi-family dwelling (3+ families)	NO	NO	YES
Group quarters & rooming houses (702, 704)	NO	NO	YES
Mobile home parks or courts	NO	NO	YES
MANUFACTURING			
Food and kindred product (20)	NO	YES [2]	YES
Textiles and apparel (22, 23)	NO	YES [2]	YES
Transportation equipment (37)	NO	YES [2]	YES
Lumber and wood products (24)	NO	YES [2]	YES
Furniture and fixtures (25)	NO	YES [2]	YES
Paper and allied products (28)	NO	YES [2]	YES
Printing and publishing (27)	NO	YES [2]	YES
Chemicals and allied products (28)	NO	NO	NO
Asphalt paving and misc. petroleum (295, 299)	NO	NO	YES
Petroleum refining (2911)	NO	NO	NO
Rubber and plastic (30)	NO	NO	NO
Stone, clay and glass & concrete products (32)	NO	YES [2]	YES
Primary and fabricated metals (33, 34)	NO	YES [2]	YES
Electrical and electronic equipment (36)	NO	YES [2,13]	YES [13]
Leather products (31)	NO	YES [2]	YES
Industrial, commercial & computer equipment (35)	NO	YES [2,13]	YES [13]
Photo, optical & medical equipment (38)	NO	YES [2]	YES
Miscellaneous manufacturing (39)	NO	YES [2]	YES
TRANSPORTATION, COMMUNICATIONS AND UTILITIES			
Passenger terminals & stations	NO	NO	YES
Streets, roads and highways	NO	YES	YES

Table 3
continued

McClellan Air Force Base & Mather Air Force Base
Land Use Compatibility Guidelines for Safety

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY		
	CLEAR ZONE	APPROACH-DEPARTURE ZONE	OVERFLIGHT ZONE
TRANSPORTATION, COMMUNICATIONS AND UTILITIES (con't)			
Parking lots (752)	NO	YES [2]	YES
Heavy rail lines: freight & passenger (40)	NO	YES	YES
Light rail lines: passenger (41)	NO	YES	YES
Trucking & rail freight terminal (42)	NO	YES [2]	YES
Warehousing & storage (422)	NO	YES [2]	YES
Water transportation: freight & passenger (44)	NO	YES	YES
Transportation services (47)	NO	YES [2, 5]	YES
Radio, TV & telephone (48)	NO	NO	YES [13]
Courier service (4215)	NO	YES [2]	YES
Electrical & natural gas generation and switching (491, 492)	NO	NO	YES [13]
Natural gas & petroleum pipelines & storage (46)	NO	NO	YES
Water treatment plants (494)	NO	NO	YES [6]
Sewer treatment plants (4952)	NO	NO	YES [6]
Sanitary landfills (4953)	NO	NO	YES [6]
Recycling & transfer facilities (4953) [7]	NO	YES [2, 6]	YES [6]
Hazardous material facilities (4953)	NO	NO	YES [6]
WHOLESALE TRADE			
Paints, varnishes & supplies (5198)	NO	NO	YES
Chemical & allied products	NO	NO	YES
Petroleum truck terminals	NO	NO	YES
Miscellaneous wholesale trade	NO	YES [2]	YES
RETAIL TRADE			
Department & variety stores (single) (53)	NO	NO	YES
Lumber, building materials & nurseries (521, 526)	NO	YES [2]	YES
Grocery stores & drug stores (54)	NO	NO	YES
Paint, glass, wallpaper & hardware (523,525)	NO	NO	YES

Table 3
continued

McClellan Air Force Base & Mather Air Force Base
Land Use Compatibility Guidelines for Safety

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY		
	CLEAR ZONE	APPROACH-DEPARTURE ZONE	OVERFLIGHT ZONE
RETAIL TRADE (con't)			
Auto, truck, boat & RV dealers (55)	NO	YES [2]	YES
Mobile home dealers (527)	NO	YES [2]	YES
Auto & truck service stations (554)	NO	NO	YES
Fuel dealers (598)	NO	NO	YES
Apparel & shoes (56)	NO	NO	YES
Home furnishings (57)	NO	NO	YES
Eating & drinking (58)	NO	NO	YES
Miscellaneous retail trade (59)	NO	NO	YES
RECREATION			
Neighborhood parks	NO	NO	YES
Community-wide and regional park	NO	NO	YES
Riding stables (7999)	NO	YES [2]	YES
Golf courses (7992)	NO	YES [2, 11]	YES
Open space & natural areas	YES [3,5]	YES [2,6,12]	YES [6]
Natural water areas	YES [3,5]	YES [2, 6,12]	YES [6]
Recreation and amusement centers (793, 799)	NO	NO	YES
Physical fitness & gyms (7991)	NO	NO	YES
Camps, campgrounds & RV parks (703)	NO	NO	YES
Dance halls, studios & schools (791)	NO	NO	YES
Theaters- live performance (7922)	NO	NO	YES
Motion picture theater- single or double (783)	NO	NO	YES
Motion picture theaters- complex, 3 or more (783)	NO	NO	NO
Stadiums and arenas	NO	NO	NO
Auditoriums, concert halls, amphitheaters	NO	NO	NO
Fairgrounds & expositions (7999)	NO	NO	NO
Racetracks (7948)	NO	NO	NO
Theme parks	NO	NO	NO

Table 3
continued

McClellan Air Force Base & Mather Air Force Base
Land Use Compatibility Guidelines for Safety

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY		
	CLEAR ZONE	APPROACH-DEPARTURE ZONE	OVERFLIGHT ZONE
BUSINESS & PERSONAL SERVICES			
Auto, truck, boat, RV & miscellaneous repair (75, 76)	NO	YES [2]	YES
Mobile home repair (1521)	NO	YES [2]	YES
Commercial laundries & cleaning (721)	NO	YES [2]	YES
Coin-operated laundries (7215)	NO	NO	YES
Photographers, beauty & barbers, shoe repair (722-725)	NO	NO	YES
Funeral services (726)	NO	NO	YES
Business services (73)	NO	YES [2]	YES
Computer programming & data processing (737)	NO	NO	YES
Travel agencies (4724)	NO	NO	YES
Legal engineering (81, 87)	NO	NO	YES
Banks, credit unions & financial (63, 64, 65)	NO	NO	YES
Hotels, motels, inns, bed & breakfast (701)	NO	NO	YES
Business parks & industrial clusters	NO	YES [2, 8]	YES
Office buildings (offices for rent or lease)	NO	NO	YES
Business & vocational schools (824, 829)	NO	NO	YES
Construction businesses (15, 16, 17)	NO	YES [2]	YES
Miscellaneous personal services (729)	NO	NO	YES
AGRICULTURE AND MINING			
Row & field crops (011, 013, 016)	YES [3,6]	YES [2,6]	YES [6]
Tree crops (012)	NO	YES [2,6]	YES [6]
Intensive livestock (021, 024, 027)	NO	YES [2,6]	YES [6]
Nursery products (018)	NO	YES [2,6]	YES [6]
Poultry (025)	NO	YES [2,6]	YES [6]
Pasture & grazing	YES [3,6]	YES [2,6]	YES [6]
Agricultural services (7)	NO	YES [2]	YES
Mining & quarrying (10,12,14)	NO	YES [2,6]	YES [6]
Oil & gas extraction (13)	NO	NO	YES

Table 3
continued

McClellan Air Force Base & Mather Air Force Base
Land Use Compatibility Guidelines for Safety

LAND USE CATEGORY and (Standard Industrial Classification Code)	COMPATIBILITY		
	CLEAR ZONE	APPROACH-DEPARTURE ZONE	OVERFLIGHT ZONE
PUBLIC AND QUASI-PUBLIC SERVICES			
Post office (53)	NO	YES [2]	YES
Government offices (91-96)	NO	YES [2]	YES
Government social services (83)	NO	YES [2]	YES
Elementary & secondary schools (821)	NO	NO	YES
Colleges & universities (822)	NO	NO	YES
Hospitals (806)	NO	NO	YES
Medical & dental laboratories (807)	NO	YES [2]	YES
Doctor & dentist offices (801-804)	NO	NO	YES
Museums & art galleries (84)	NO	NO	YES
Libraries (823)	NO	NO	YES
Churches (866)	NO	NO	YES
Cemeteries (6553)	NO	NO	YES
Jails & detention centers (9223)	NO	YES [2, 8]	YES
Child care programs (6 or more children) (835)	NO	NO	YES
Nursing care facilities (805)	NO	NO	YES
SHOPPING DISTRICTS	NO	YES [2]	YES
Neighborhood shopping centers	NO	NO	YES
Community shopping centers			
Regional shopping centers	YES [3,6]	YES [2,6]	YES [6]

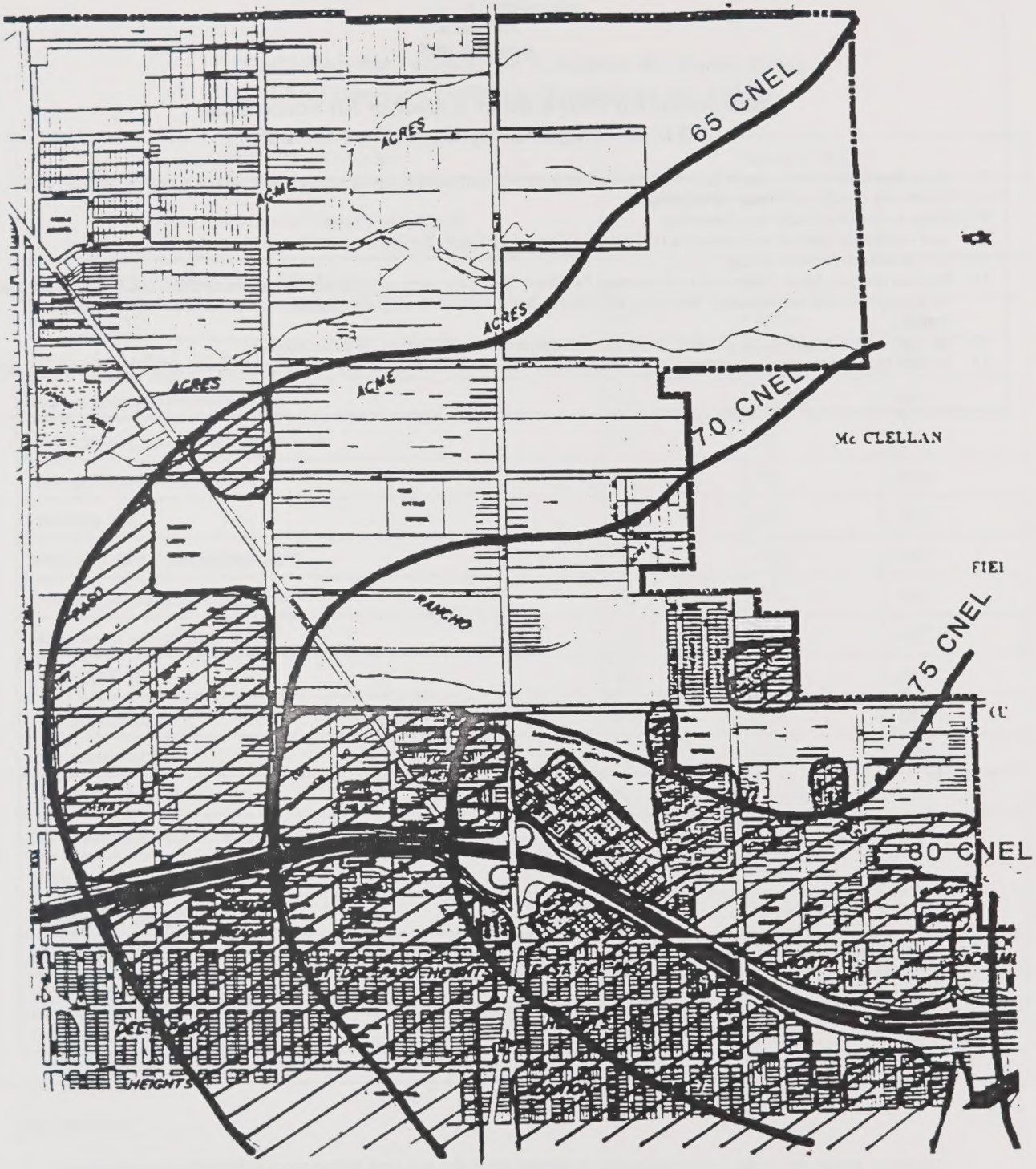
FOOTNOTES:

1 Single family residential is a compatible land use only if the density is five acres or more per single family residence.
2 Uses compatible only if they do not result in a large concentration of people. A large concentration of people is defined as a gathering of individuals in an area that would result in an average density of greater than 25 people per acre per hour during a 24 hour period ending at midnight, or a single event that would result in the gathering of 50 persons per acre at any time. (See Appendix A)
3 No building, structures, above-ground transmission lines, or storage of flammable or explosive material above ground, and no uses resulting in a gather of more than 10 persons per acres at any time.
4 No bulk petroleum products or chemical storage.
5 Tour operator passenger facilities not allowed.
6 Uses compatible only if they do not result in a possibility that water area may cause ground fog or result in a bird hazard.

Table 3
continued

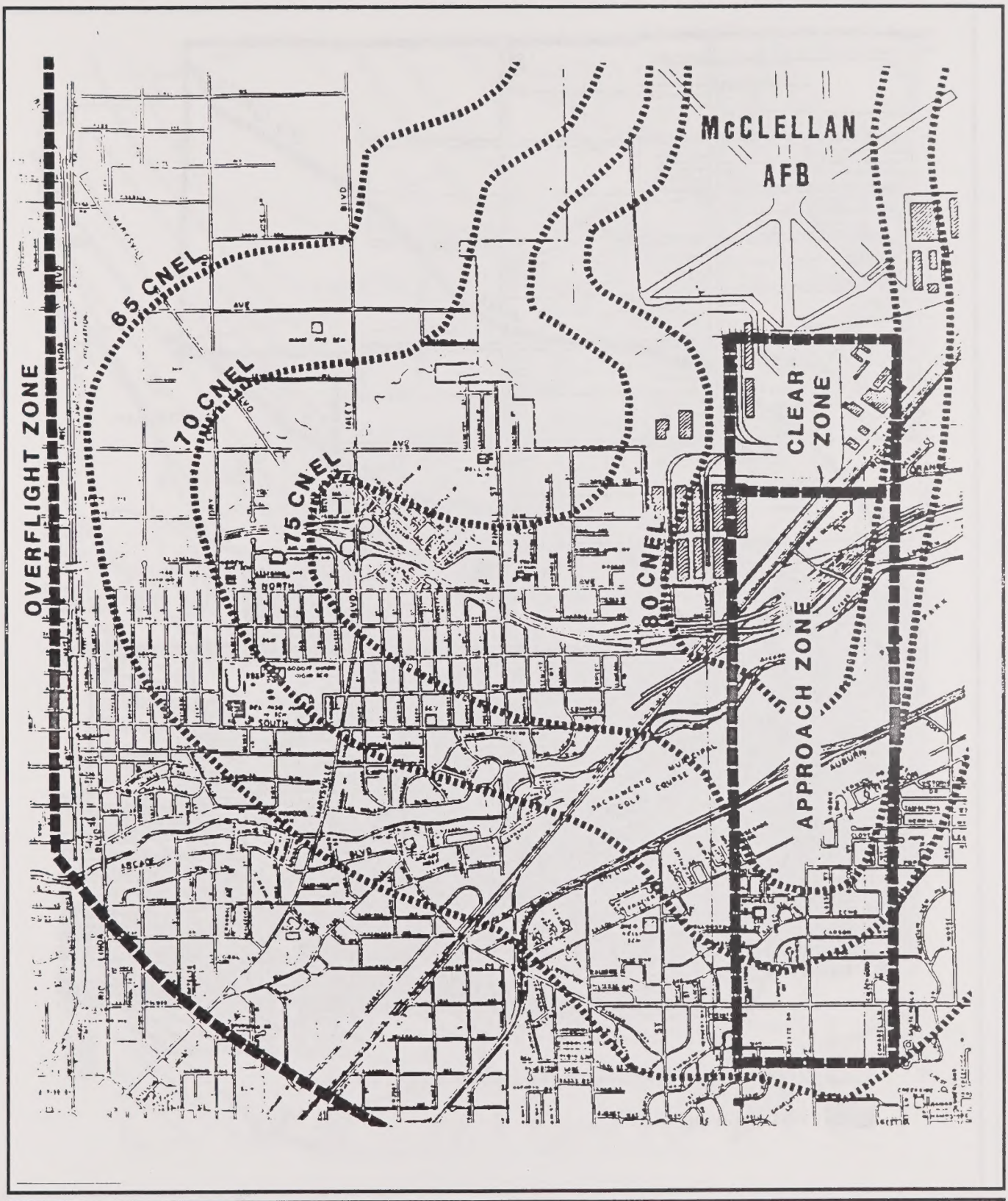
McClellan Air Force Base & Mather Air Force Base
Land Use Compatibility Guidelines for Safety

7 Household hazardous waste facilities operated as part of an integrated waste management program and resulting in only temporary storage of materials is allowed.
8 Uses in buildings must be compatible.
9 Use compatible only if requirements of California Education Code, Sections 39005-7, 81036 and 81038 are fulfilled.
10 No chapels or funeral homes.
11 No club houses, bars, restaurants, or banquet facilities. Ancillary uses such as pro shops, snack bars, and specialty food and beverage services are allowed. New course layouts and revisions to existing courses must be reviewed by the ALUC for impacts.
12 No high-intensity use facilities, such as structured playgrounds, ball fields, or picnic pavilions.
13 No use that would cause electrical interference that would be detrimental to the operation of aircraft or aircraft instrumentation.



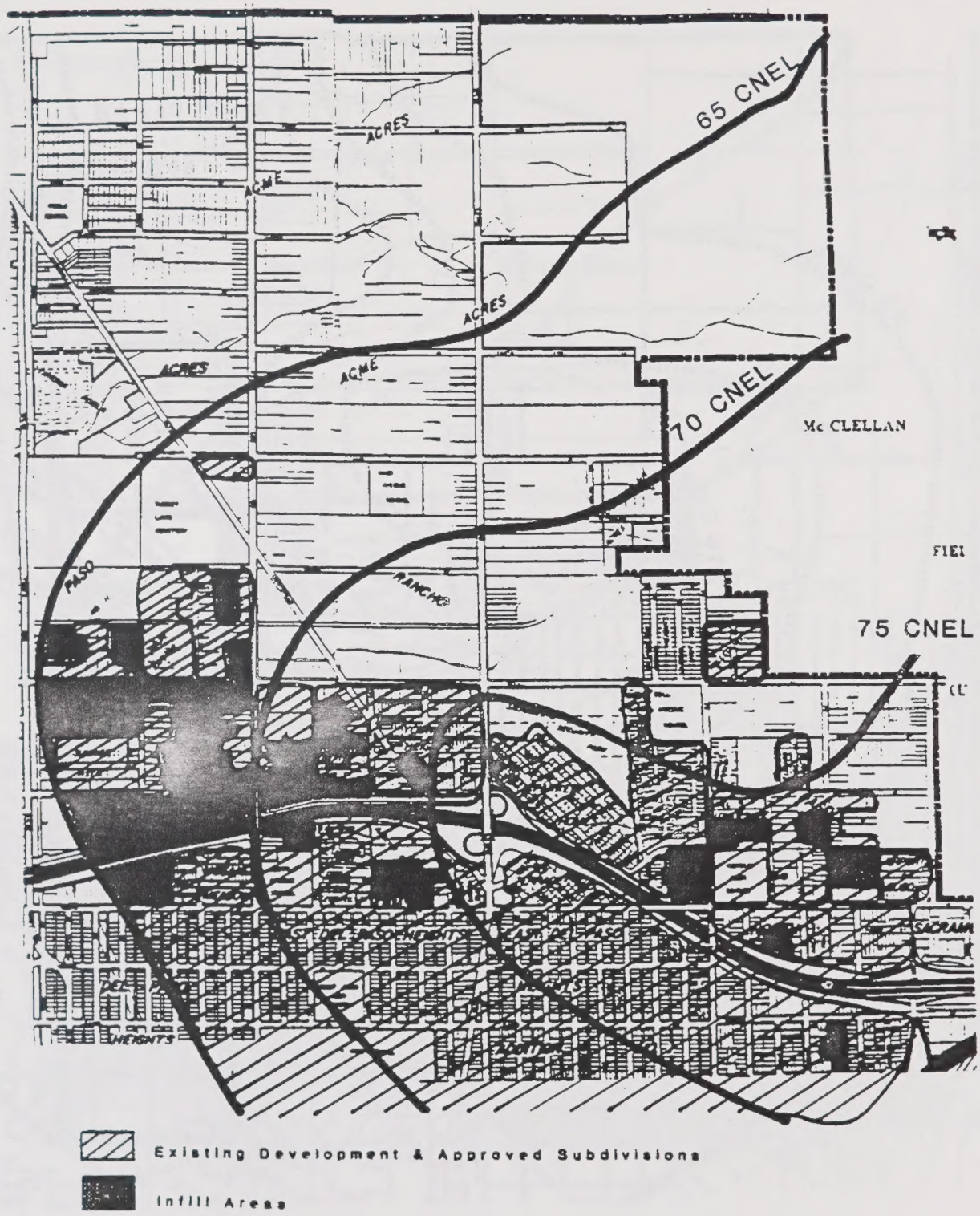
Land Use Designations Inconsistent With
CLUP Noise Standards

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006



AREA AROUND McCLELLAN AFB
AFFECTED BY AIRCRAFT NOISE (CNEL LEVELS)
AND FLIGHT OPERATIONS

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006



Areas Already Devoted To Development

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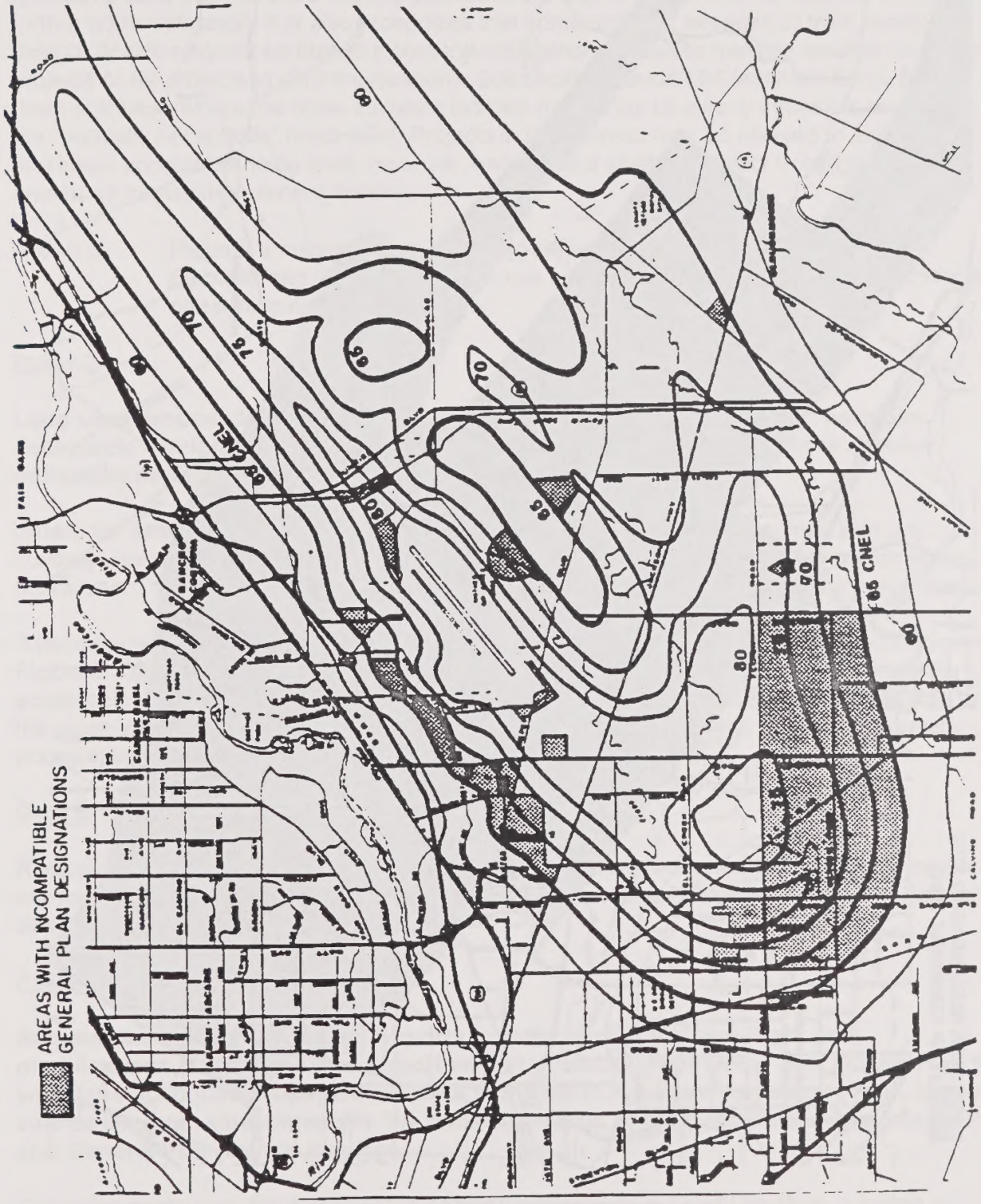

GENERALIZED COUNTY MAP SHOWING MATHER NOISE AND COUNTY AREAS AFFECTED BY CLUP GUIDELINES

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City of Sacramento
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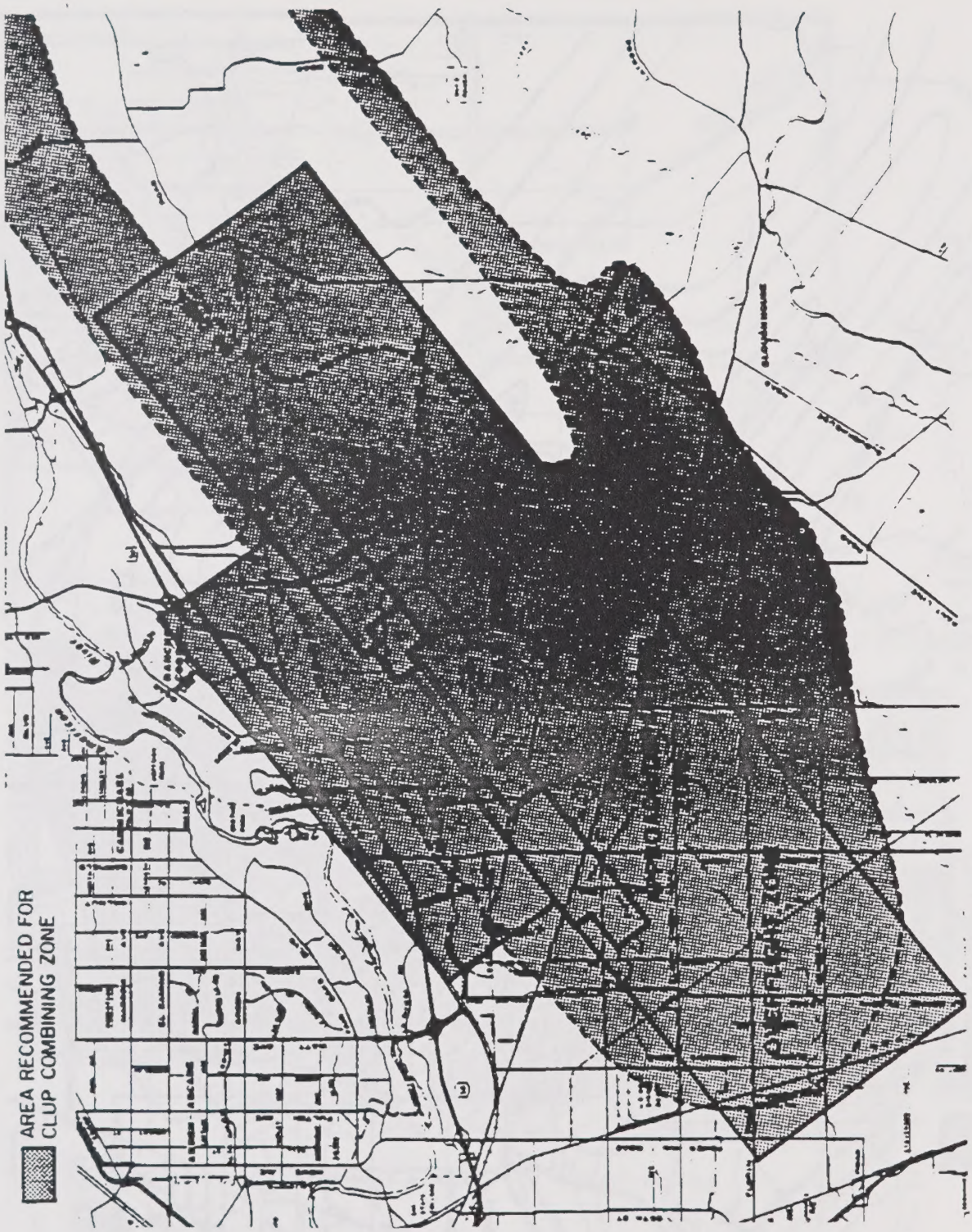
update 1986-2006



GENERALIZED COUNTY MAP SHOWING MATHER SAFETY ZONES AND COUNTY AREAS RECOMMENDED FOR COMBINING ZONE

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City of Sacramento
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It is recognized that there are many areas within the City for which it is not feasible to provide further noise mitigation. It is also recognized that some projects, because of their location, design, or size may not be able to incorporate mitigation measures that are feasible for larger projects or for projects in different locations. Specifically, around McClellan Air Force Base, there are areas where the noise contours indicate that it may be clearly infeasible to achieve the "normally acceptable" noise level. Projects in these areas may be allowed to exceed the maximum acceptable noise level. However, each project shall be subject to mitigation measures to maximum extent feasible.

Action a): Prepare a manual to assist project applicants in complying with the Noise Element and to identify those areas and circumstances under which additional noise mitigation is not feasible.

Policy 3

Land uses proposed where the exterior noise level would be below the "normally acceptable" limit may be approved without any requirement for interior or exterior mitigation measures.

Where the exterior noise is below the "normally acceptable" limit, it is assumed that any buildings involved are of normal conventional construction without any special interior noise provisions. This will, under normal circumstances, provide an acceptable interior noise level.

"Maximum acceptable" interior noise levels have not been established for land use categories in Figure 3. The types of interior use in these categories vary substantially. As a general rule, acceptable noise mitigation will be that which provides for interior noise levels comparable to the noise levels that would exist in buildings where the exterior noise is below the "normally acceptable" standard.

Goal B

Reduce noise exposure around airports to the maximum acceptable exterior noise levels set forth in Table 1 or to the "normally acceptable" exterior levels described in Figure 3 depending upon the land use.

Policy 1

Request the County Division of Airports to make operational and flight path modifications for Metropolitan Airport as part of the adoption of the new Master Plan that will eliminate conflict with planned uses in the North Natomas Community Plan. If this cannot be done, amendments to the noise standards or land uses in the Community Plan and General Plan may be required.

The noise contours in the Metropolitan Airport Comprehensive Land Use Plan, adopted in January 1994, indicate that the North Natomas Community Plan area is outside the 60 Db CNEL area; however, complaints about noise and noise conflicts can occur in areas with less than 60 Db CNEL.

Policy 2

Encourage the Air Force to consider the standards set forth in the Noise Element when evaluating changes in Air Force Base operations.

Policy 3

Work with SACOG to define urban areas within the City which should be exempt from Comprehensive Land Use Plan Noise Regulations affected by McClellan Air Force Base.

Goal C

Eliminate or minimize the noise impacts of future development on existing land uses in Sacramento.

Policy 1

Review projects that may have noise generation potential to determine what impact they may have on existing uses. Additional acoustical analysis may be necessary to mitigate identified impacts.

There are areas of the City which are considered relatively quiet (ambient levels below" normally acceptable" noise levels). While new development in these areas might not cause the "normally acceptable" noise level for existing development to be exceeded, it is recognized that such new development might cause an increase in ambient noise considered significant in terms of impacts on existing uses.

Policy 2

Enforce the Sacramento Noise Ordinance as the method to control noise from sources other than transportation sources.

Goal D

Reduce noise levels in areas where noise exposure presently exceeds the standards established in Figure 3.

Policy 1

Continue to enforce the provisions of sections 27-150 and 27-151 of the State Motor Vehicle Code. These sections require that all vehicles be equipped with a properly maintained muffler and that exhaust systems not be modified.

Policy 2

Encourage the incorporation of the latest noise control technologies in all projects.

Goal E

Reduce noise and potential hazard to people and properties wherever feasible in City Areas directly affected by McClellan and Mather Air Force Base operations.

Policy 1

Administer provisions of the adopted Comprehensive Land Use Plans for McClellan and Mather Air Force Bases through the use of City modified guidelines for land use compatibility with noise and safety influence.

Policy 2

Use the guideline provisions in Tables 2 and 3 when approving development projects in areas undergoing urbanization.

Policy 3

Declare the developed, urbanized areas delineated on Map 12 as exempt from Policy 2 referenced guidelines.

Policy 4

Initiate and adopt Zoning Ordinance provisions which establish combining zones to evaluate applicable development projects for consistency with the noise and safety guidelines. Allow for the replacement of damaged or decayed structures, consistent with other zoning provisions, within the combining zones.

THE NOISE EXPOSURE MAP

The purpose of the noise exposure map is to provide the information necessary to make a determination of a site's noise exposure. The Noise Exposure Map prepared for the City of Sacramento presents this information graphically for the following sources:

- Airports
- Freeways
- Railroads
- Local Streets

To provide for the maximum utility of the Noise Exposure Map, the contribution of each source at a given location can be determined. Using a technique described later, the contributions of the individual sources can be added together to determine the overall noise exposure. Knowing the contribution of each source can be useful in determining strategies for mitigating the total noise level at a site.

The Noise Exposure Map at a scale of 1 inch equals 1000 feet is on file at the Department of City Planning and Development. Figures 4a, 4b, and 4c are reductions of this Map. The following paragraphs will aid in the use of the City of Sacramento's Noise Exposure Map.

Noise contours (lines on the Noise Exposure Map showing locations of equal noise exposure) have been shown for the airports. As noted in the discussion on the major noise sources in the City of Sacramento, the noise contours developed for the Air Force Bases and for the Sacramento Executive Airport are shown only down to an Ldn of 65 db. The noise exposure contours prepared for Sacramento Metropolitan Airport are shown down to an Ldn of 60 db.

Noise contours in 5 db decrements down to an Ldn of 60 db have been prepared for the freeways and are shown on the maps on file at the Department of City Planning and Development. On the reductions included in this report, only the Ldn 60 db contour is shown for the sake of clarity. The noise exposure along the freeways varies significantly due to the influence of the vertical alignment of the freeway (that is , whether it is at grade, elevated , or in cut) and the presence of sound walls. There is therefore no set relationship foe determining the location of a contour to a given location.

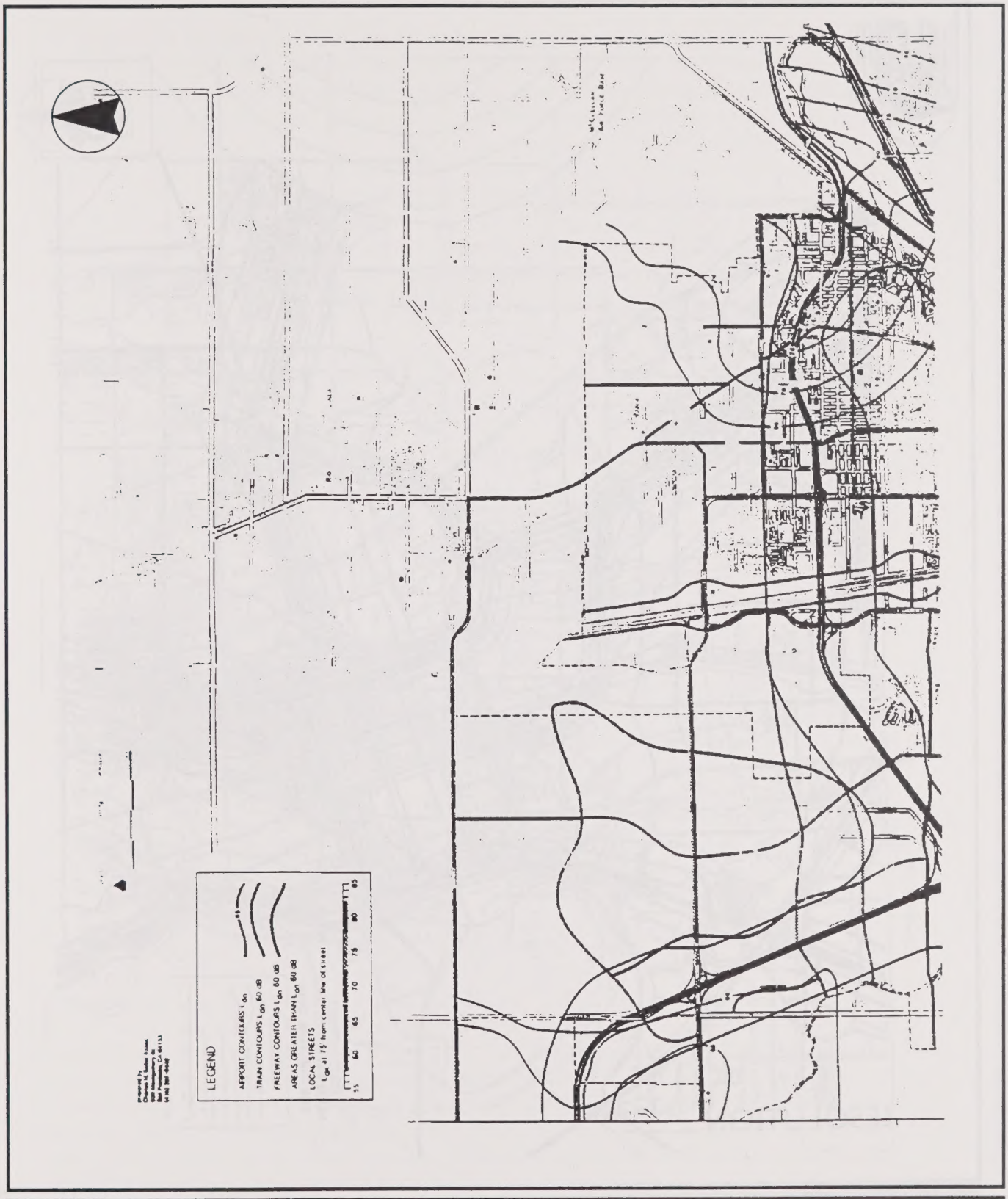
For the railroads, the Ldn 60db contours only are shown on the Noise Exposure Map. Since the active railroads are "at-grade" and no sound walls have been constructed, the major factor determining the location of the contours (excepting the shielding by intervening buildings) is the distance from the tracks. To simplify the map, the other contours have not been shown. These contours have been adjusted to show the influence of whistle sounding at "at-grade" crossings. If it is desired to know the location of the 65, 75, or 80 Ldn contours along one of the railroad lines, obtain the distance from the General Plan's Environmental Impact Report.

The noise exposure along City streets is shown by a code indicating the Ldn (to the nearest 5 db) at a distance of 75 feet from the center of the street. The calculated Ldn at 75 feet to the nearest decibel is given for the surface streets in the plan's EIR. Noise contours were not plotted for the City streets as their influence tends to be localized to the block adjacent to the streets due to the acoustical shielding provided by the buildings along the streets. The shielding provided by intervening buildings significantly reduces the emanation of surface traffic noise to subsequent blocks. (See the Traffic Noise Section for a discussion of this shielding). If it is necessary to determine the noise exposure along a City street at a distance other than 75 feet then an adjustment must be made to the Ldn. Information also in the EIR can be used to determine this adjustment.

The Map depicts the noise exposure at approximately ear height, 4-1/2 to 5-1/2 feet above the ground. It is important to remember this when using the Map to evaluate a project's noise exposure. For example, the noise exposure outside of upper stories of proposed buildings will in most cases be higher. The requirements of this Noise Element apply to all floors of buildings.

On the Noise Exposure Map, the noise contributions of the freeways and the railroads have been added. The area exposed to an Ldn of 60 db or greater due to these sources is shaded. Similar mitigation measures are used to mitigate the influence of both sources. The overall noise exposure at a given site can be obtained by adding together, on an energy basis, the noise exposures of each source affecting a site. This technique is described in the EIR, followed by an example of how to determine the Ldn at a specific site. When used in the manner described above, the Noise Exposure Map can be used to determine whether a CAC Title 24, part 2 acoustical report will be required for multi-family housing projects.

Figure 4A



CITY OF SACRAMENTO NOISE EXPOSURE MAP
FOR THE YEAR 2016

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Figure 4B

CITY OF SACRAMENTO NOISE EXPOSURE MAP
FOR THE YEAR 2016

Planning and Building Department
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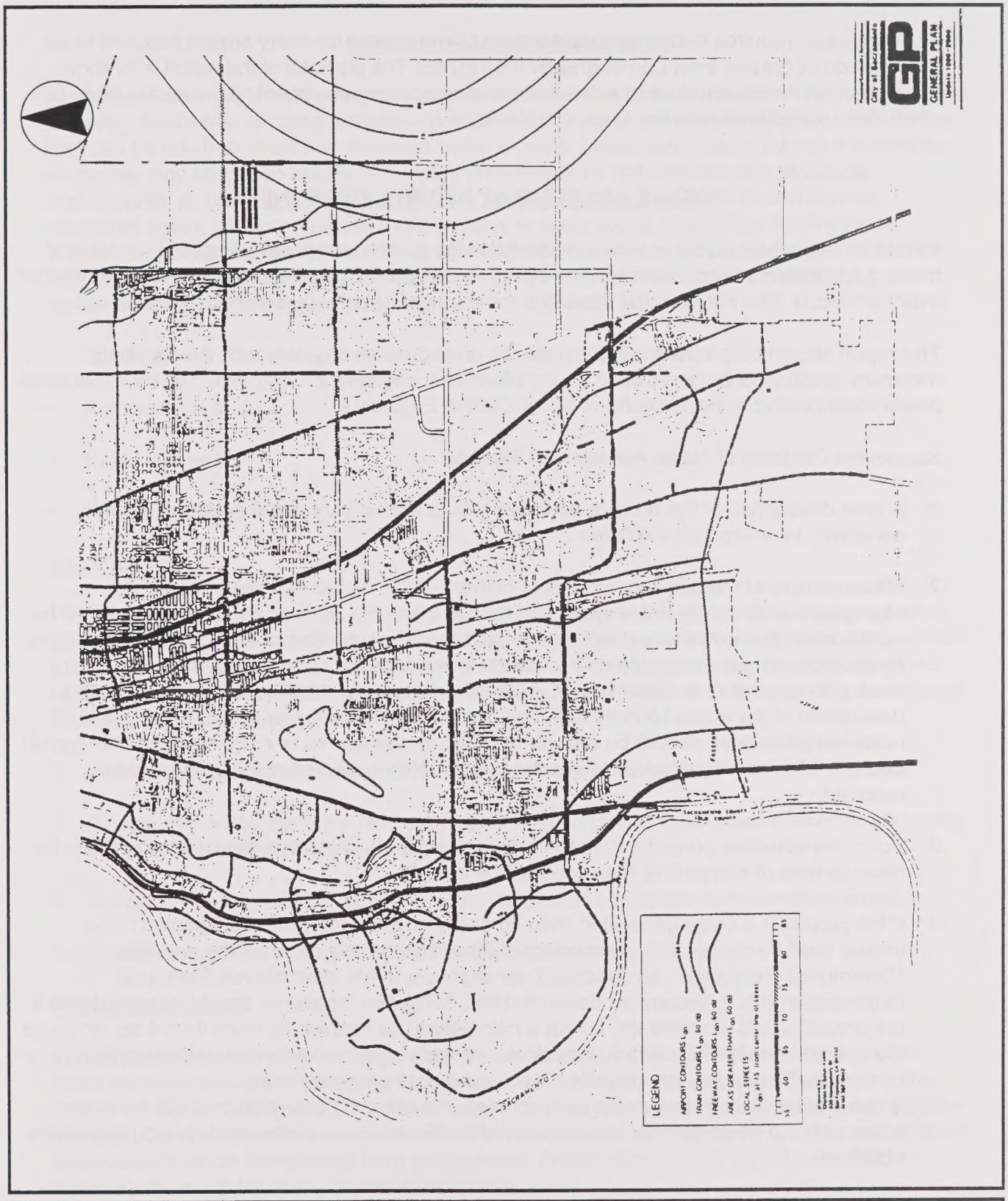
GENERAL PLAN
update 1986-2006

(Amended 12/14/93 by Resolution #93-740)

Figure 4C



CITY OF SACRAMENTO NOISE EXPOSURE MAP
FOR THE YEAR 2016

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

The regulation requires that an acoustical report be prepared for every project exposed to an exterior Ldn of greater than Ldn of greater than 60 db. The purpose of the report is to show what steps will be undertaken to achieve an interior noise environment not in excess of an Ldn of 45 db in compliance with the State standards.

NOISE ASSESSMENT REPORT GUIDELINES

Where an acoustical report is required, the following guidelines should be used. The intent of these guidelines is to promote consistency for studies done in Sacramento. It is recognized that every project is different and that therefore the scope of each assessment will be different.

The report should be prepared, supervised, by an acoustical engineer with the following minimum qualifications: registration as a professional engineer in California, 5 years experience and/or membership in the Institute of Noise Control Engineers.

Suggested Contents of Noise Assessment Reports:

1. A brief description of the project, particularly its potential to create a noise impact or sensitivity to environmental noise.

2. Measurement of the existing noise environment. If the project is noise sensitive, for example, a multi-family housing project, then at least one 24-hour measurement should be made. Short-term measurement at near-by potentially impacted locations may be sufficient for projects which have a potential to create a noise impact during specific hours (a car wash, for example). A discussion of the measurement results should be included with a description of the noise sources and their contribution to the environment . The Ldn at noise-sensitive sites should be described. The Ldn (measured or calculated) and the typical Leq and L90 for the period(S) of interest at potentially impacted receivers should be reported.

3. For noise-sensitive projects, the report must describe in detail how the City's guidelines for development of compatible land uses will be met.

4. If the project is a noise generator, then an assessment of the project's potential noise impact shall be made. The assessment shall include an evaluation of the potential "Community Response" as described, for example, in the International Standards Organization (ISO) Recommendation R-1996. Mitigation measures should be considered if the project would increase the Ldn at a noise-sensitive location by more than 4 db, or cause the overall level to exceed that considered normally acceptable for the land use category, or to be expected to generate significant adverse community response.
5. A description of the future noise environment, including: (1) year analyzed, (2) the noise source (s), (3) average daily level of activity (traffic volumes, trains per day, etc.) and where obtained.

6. Method used to predict future noise levels.

7. A post-project measurement program to evaluate the effectiveness of proposed mitigation measures. The results must be submitted to the Planning Department.

NOISE MITIGATION MEASURES

In some situations it is necessary to construct noise-sensitive developments in noisy areas. The following discussion of noise mitigation is intended to provide an overview of the kinds of steps that can be taken to reduce or eliminate noise impacts. Noise control engineering is a complex discipline. Any proposed solutions to noise problems must not interfere with structural, architectural, or building code requirements. Noise mitigation measures should also be assessed against other community values such as open space, aesthetics, maintenance problems, etc. Each project has its own special problems, and mitigation measures which are cost-effective if it is included in a project during the design phase. The measures or combinations used to mitigate noise fall into four majors categories:

- Site Planning
- Architectural Layout
- Noise Barriers
- Construction Modifications

Site Planning

Proper site planning to reduce noise impacts is the first area that should be investigated for a given report. By taking advantage of the natural shape and terrain of the site, it is often possible to arrange the buildings and other uses in a manner which will reduce and possibly eliminate noise impact. Planned unit developments are particularly conducive to site planning techniques. Site planning techniques include:

1. Increasing the distance between the noise source and the receiver.
2. Placing non-noise sensitive land uses such as parking lots, maintenance facilities and utility areas between the source and the receiver.
3. Using non-noise sensitive structures such as garages to shield noise-sensitive areas.
4. Orienting buildings to shield outdoor spaces from a noise source.

Architectural Layout

In many cases noise reduction requirements can be met by giving attention to the layout of noise-sensitive spaces. Bedrooms, for example, will be considerably quieter if placed on the side of the house facing away from the freeway. Similarly, balconies facing freeways should be avoided. Quiet outdoor spaces can be provided next to a noisy freeway by creating a U-shaped development which faces away from the highway. Proper architectural layout can often eliminate the need for costly construction modifications.

Noise Barriers

Noise barriers or walls are commonly used to reduce noise levels from ground transportation noise sources and industrial sources. Noise barriers serve a dual purpose in that they can reduce the noise level both outdoors and indoors.

To be effective, a noise barrier must be massive enough to prevent significant noise transmission through it, and high enough and long enough to shield the receiver from the noise source. A safe minimum surface weight for a noise barrier is 3-1/2 lbs/sq. Ft. and the barrier must be carefully constructed so that there are no cracks or openings. To be effective, a barrier must interrupt the line-of-sight between the noise source and the receiver. As an example of this relationship, consider a flat area with a housing tract next to a road. If there are no diesel trucks on the road, a 7-foot high barrier will reduce the traffic noise by about 8 dBA.
If there are trucks then the noise from the trucks will only be reduced by about 4 dBA. The reason is that the stacks of the diesel trucks will be visible above the barrier and the direct noise path will not be completely interrupted.

Another important and often overlooked consideration in the design of noise barriers is the phenomenon of "flanking". "Flanking" is a term used to describe the manner by which a noise barrier's performance is compromised by noise passing around the end of a barrier. Short barriers regardless of height provide essentially no reduction in the overall noise level. The effects of flanking can be minimized by bending the wall back from the noise source at the ends of the barrier.

In addition to meeting acoustical requirements, noise barriers must be evaluated for possible maintenance problems, aesthetic and environmental considerations, safety conflicts and cost.

Construction Modifications

If site planning, architectural layout, noise barriers, or a combination of these measures does not achieve the required noise reduction for the building in question, it will be necessary to modify the building's construction. Indoor noise levels due to exterior sources are controlled by the noise reduction characteristics of the building shell. The walls, roof, ceilings, doors, windows and other penetrations are all determinants of the structure's overall noise reduction capabilities.

In general, windows and doors are the acoustical weak links in a building. Often all that is required is that the windows be sealed on the noisy side of the building and an alternative means of ventilating the building provided. Beyond this,.thicker windows or double-glazed windows will be required. Doors should not be located on the side of the building facing a noisy source. If they are, they should be solid-core doors and should be equipped with an appropriate acoustical door gasket. In cases where more noise reduction is required, the ceiling/roof and/or the walls must be modified to provide the required noise reduction. The actual modifications will depend on the amount of noise reduction required.

Section 9

Implementation

GENERAL PLAN IMPLEMENTATION
SECTION NINE CONTENTS

CONTENTS **PAGE**

List of Tables

Table **Page**

List of Maps

Map **Page**

List of Figures

Figure **Page**

GENERAL PLAN IMPLEMENTATION

INTRODUCTION

This section of the 1986-2006 Sacramento General Plan is an overview of the Plan's administration, maintenance, consistency aspects, and relationship to other plans of the City. It is primarily oriented to the individual wanting to know if a proposed development project meets the City's goals and policies, and as a guide for making the plan a responsive and current document.

The discussion on Plan Administration and Maintenance explains what "tools" are used to implement the General Plan, and improvement projects. Consistency involves the City's Zoning Ordinance, Subdivision Ordinance, Public Works Review, and Land Use Conformity Provisions.

The discussion on Relationship of Other Adopted Plans to the General Plan defines what land use and policy provisions of adopted community plans, area plans, and more specific plans are to be used in evaluating projects and programs against City policy.

PLAN ADMINISTRATION AND MAINTENANCE

INTRODUCTION

The General Plan is the policy guide for City development and renewal. If the complex set of goals and policies are to work effectively, there must be a system for the Plan's orderly administration and maintenance. The approach to establishing this system of management is strongly influenced by local resources, the quality of decision making, and legal requirements.
Properly managed, the General Plan can serve as an effective and current policy document for many years after its adoption.

PLAN ADMINISTRATION

Administration, or implementation, of the General Plan is the responsibility of the City. Implementation authority is derived from charter powers and police powers. Charter powers are those involving acquisition and development, e.g., construction of utilities and infrastructure; public works projects; acquisition of lands for parks, open space; entering into Williamson Act contracts; establishing development corporations; and redevelopment activities. Police powers rest with the City's charge to protect the public health, safety, and welfare. These powers are regulatory in nature, regulating the private development community and establishing standards. Examples include zoning and subdivision regulations, park and school dedications, housing and building regulations, code enforcement, environmental review, and design review.

The Zoning Ordinance and its maps are specific statements of current land use regulations. These are adopted by ordinance. Zoning is one of the most important tools for implementing the land use policies in the General Plan. It operates as a staging mechanism, gradually moving from current land use patterns to those envisioned in the General Plan.

Other important implementing tools at the City's disposal include the use of community, specific, and special issue plans. Many of these plans have been adopted as significant City policy, as either elements of the General Plan or as adopted as significant City policy, as either elements of the General Plan or as more specific plans implementing provisions of the General Plan. For

example, community plans further refine the broad General Plan goals and policies for use at the community level, through specific land use policy and implementation programs.

The General Plan is also administered through the City's budgetary process. City departments assigned with implementing the General Plan propose work programs and budget requests designed to meet Plan objectives. The City's Capital Improvements Program (CIP) is another valuable tool for administering the Plan. The CIP establishes the City's priorities for capital expenditures, while being consistent with the Plan.

PLAN MAINTENANCE

Portions of the Plan with a short term focus, e.g., individual implementation programs, should be reviewed annually and revised as necessary to reflect the availability of new implementation tools, changes in funding sources, and the results of monitoring effectiveness of past decisions.

In reviewing General Plan amendments, local officials consider the entire community and what is "in the public interest". Every amendment must be consistent with the rest of the General Plan or appropriate changes needed to be made to maintain consistency. General Plan amendments constitute a project under CEQA, and must therefore be evaluated for environmental effects.

The City's General Plan maintenance program consists of four major components: establishing a monitoring program, establishing an amendments tracking system, submitting an annual status report, and doing periodic comprehensive reviews as necessary.

MONITORING PROGRAM

The monitoring program will be established and coordinated through various City agencies (Planning, Building, Revenue and Finance, Parks and Engineering). It will focus on development activity including such things as trends; building activity; business license renewal; impacts on planned holding capacities and land use balances. The Planning and Development Department's computerized data base in conjunction with other departments will track these activities.

GENERAL PLAN AMENDMENT TRACKING SYSTEM

A system will be established for reporting and analyzing community plan and Citywide General Plan amendments. This will provide a basis for understanding current trends and where needs should be more closely studied.

PERIODIC REVIEW AND STATUS REPORT OF GENERAL PLAN

The City may, from time to time, choose to prepare a status report on the General Plan. At that time, Plan policies are reviewed and offered for amendment if appropriate. Implementation activities are closely reviewed and recommended for revision if necessary. The report is an instrument for identifying needed planning studies and summarizing amendment activity.

CONSISTENCY

INTRODUCTION

There are two types of consistency associated with a general plan. Internal consistency of a plan's content is one type. If a particular recommendation is substantially changed within the plan, the other related or affected recommendations may also have to be evaluated for change, and appropriate adjustment made for internal plan consistency to occur. The other type of consistency is external in the sense that most development projects must be found to be consistent with a jurisdictions's general plan.

Internal consistency is discussed in more detail in Section One of the City's General Plan, and in the following subsection on relationship of other adopted plans to the General Plan. External consistency is the subject of this subsection and the next.

Consistency of public and private development projects is controlled in part through tools which help implement the General Plan. These include the Zoning Ordinance, Subdivision Ordinance, Public Works project requirements, and the Plan Map Land Use and Facility Designations. If a project is to be approved by the City, and that project is directly subject to one or all of these tools then the City must find project consistency with the General Plan's goals and policies.

ZONING ORDINANCE

Table 1 indicates the appropriate zoning categories as these relate to the General Plan land use categories for the City of Sacramento.

Generally, to determine what land uses are permitted on a specific site, the type of land use shown on the General Plan for the site in question is matched with the proper line under "General Plan Designation" in Table 1. The appropriate zoning for the designation is shown across from it under the zoning columns. The General Plan land use designation is not intended to provide an exact correspondence with the site specific zoning rather the intent of the designation is to show the general relationship of the various land uses.

The General Plan land use categories have been developed in a manner to allow the broadest range of a particular type of use within the designation. Specific uses and density ranges are identified by the community plan and zoning. Further refinement and land uses and guidelines are provided on some properties through an overlay zone. Examples of some overlay zone designations which further define permitted land uses are: open spaces, flood fringe, labor intensive, parkway corridor, and airport influence areas.

Table 1
Land Use and Zoning Consistency

GENERAL PLAN DESIGNATION	ZONING
Agriculture (1 dwelling unit per 5+ acres)	A, AOS
Rural Estates (1 dwelling unit per .5 net acres)	R - E
Low Density Residential (15 dwelling units per net acres)	R-1, R-2, R-1A, R-1B
Medium Density Residential (29 dwelling units per net acres)	R-2A, R-2B, R-3
High Density Residential (30+ dwelling units per net acres)	R-3A, R-4, R-4A R-5, R-0[2]
Mixed Use [5]	RMX, EC30, EC40, EC45, EC50, EC65, EC80
Public Office	R-0[3], OB, C-1, C-2, C-3, (C-4, M-1, M-1(S), M-2, M-2(S) MRD-20, MRD-50)[4]
Community/Neighborhood Commercial Offices	SC, C-1, C-2, H-C, OB
Regional Commercial	C-2, C-3, HC, OB
Heavy Commercial/Warehouse	C-4, M-1, M-2, MRD-20, MIP
Industrial	M-1, M-2, MIP
Industrial Employee Intensive	MRD-20, MRD-50
Public/Quasi Public/Transportation and Parks	H, SPX, TC and all other zones

1- This table reflects general consistency and correspondence of zoning and land use designations. Because of overlapping categories, unique circumstances, and special use permits, the relationship is not exact.
2- Office and limited neighborhood commercial uses are permitted in some high density zoning categories subject to restrictions
3- RO - private and public offices are permitted under the RO zone subject to special permit approval.
4- C-4, M-1, and M-2 allowed with a maximum 25 percent square footage of the total development for office. MRD-20 allows a maximum of 20 percent office and MRD-50 allows a maximum of 50 percent office.
5- Mixed uses are often allowed in Planned Unit Developments (PUD's) and Special Planning Districts (SPD's); see appropriate regulations.

SUBDIVISION ORDINANCE

Government Code (Section 66473.2) provides that no local agency shall approve a subdivision map unless the map together with its design and improvements is consistent with the General Plan for the jurisdiction. As adopted, the Subdivision Ordinance of the City of Sacramento is developed in a manner which meets applicable sections of the government code. Therefore, the Subdivision Ordinance assists in the systematic implementation of the General Plan.

The following major features of subdivision map are reviewed for consistency with the City's General Plan:

- The map shows a division of land that conforms to the area and types of land use designated on the General Plan.
- The map accommodates public facilities and improvements set forth in the General Plan and other applicable Plans.
- The map shows a division of land that is capable of accommodating the density and/or intensity of development designated by the General Plan.
- The map shows land division and improvements that are consistent with General Plan policies.

CAPITAL IMPROVEMENT PROGRAM

All capital improvements proposed for the ensuing fiscal year by the City are listed and classified, and a coordinated program is developed for review and recommendation to the City Council. The City's Planning Commission annually reviews the proposed CIP.

PUBLIC ACQUISITION AND ABANDONMENT

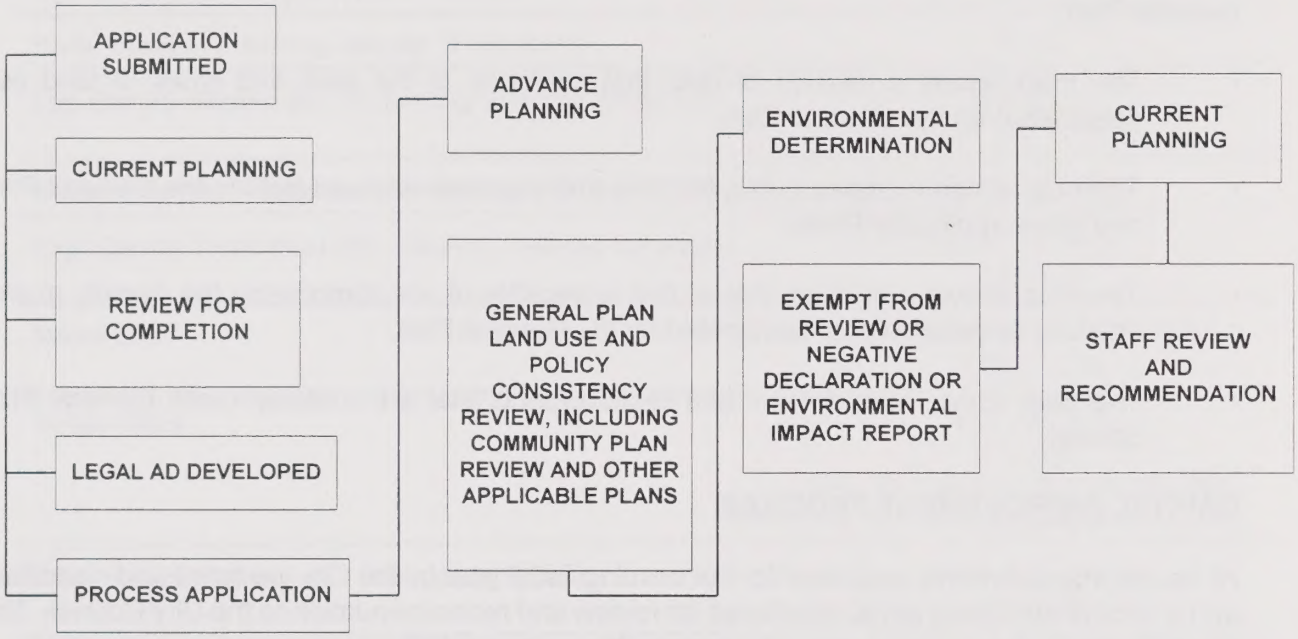
Real property to be acquired or disposed of by the City is submitted to the Planning Commission for review.

PLANNING DIVISION REVIEW PROCESS

Figure 1 indicates the Planning Division's review process.

Figure 1

Review Process for Consistency



RELATIONSHIP OF OTHER ADOPTED PLANS TO THE GENERAL PLAN

INTRODUCTION

The General Plan includes a number of plans which provide greater detail for many portions of the City. These plans are for the community areas if Airport-Meadowview, Pocket, South Sacramento, Central City, South Natomas, North Natomas, and North Sacramento. These plans are also for the specific areas of the American and Sacramento River Parkways. Citywide plans for specific services and facilities are also a part of the General Plan. These are the Master Plan for Parks Facilities and Recreational Services, the Sacramento Public Library Master Plan, and the Sacramento Bikeways Master Plan. Because the plans are part of the City's General Plan, their goals and recommendations are consistent. The role of the greater detailed plans, therefore, is to define at a sub-level of the City the goals and recommendations of the General Plan.

While most of the General Plan's elements provide the overview for more precise plans, e.g. general plan land use map designations are less specific than community plan land use designations, some subjects such as the Safety Element provide extensive, detailed coverage of their subjects and require no further plans to document policy. Thus, issues affected by general plan policy may or may not have further policy refinement in other City documents. Consistency among all related policies makes the issue of which plan takes priority a moot one except for the level of detail.

If any amendment is made to a more specific plan of the General Plan, and it creates an inconsistency of goals or recommendations between the two documents, the City's General Plan must also be amended. Likewise, an amendment to the General Plan that renders the more specific plan provisions inconsistent also necessitates a corrective measure for consistency of the more specific plan.

Table 2
Community Plan/General Plan Land Use Matrix

Residential[1]					
	General Plan Categories				
Community Plan Categories	Rural Estates 0.5-4 du/na*	Low Density Residential 4-15 du/na	Medium Density Residential 16-29 du/ac	High Density Residential 30+ du/ac	Mixed Use
AIRPORT MEADOWVIEW (AM)					
Residential 1-4 du/na	✗				
Residential 4-8 du/na		✗			
Residential 7-15 du/na		✗			
Residential 11-21 du/na			✗		
Residential 11-29 du/na			✗		
Residential-Office				✗	
CENTRAL CITY (CC)					
Low Density Residential		✗			
Multi-Family			✗	✗	
Residential-Office				✗	
Industrial Residential				✗	
Residential Mixed Use				✗	✗
POCKET (P)					
Low Density Residential 3-6 du/na		✗			
Low Density Residential 7-15 du/na		✗			
Medium Density Residential 16-29 du/na			✗		
High Density Residential 30+ du/na				✗	
NORTH NATOMAS (NN)					
Rural Estates Residential 1 du/na	✗				
Low Density Residential 3-10 du/na/target=7		✗			
Medium Density Residential 7-21 du/na/target=12		✗			
High Density Residential 11-29 du/na/target=22			✗		

Table 2 cont.

Community Plan/General Plan Land Use Matrix

Residential[1]

	General Plan Categories				
Community Plan Categories	Rural Estates 0.5-4 du/na	Low Density Residential 4-15 du/na	Medium Density Residential 30+ du/na	High Density Residential	Mixed Use
NORTH SACRAMENTO (NS)					
Rural Estates Residential 0.25-2 du/na	✗				
Residential 4-8 du/na		✗			
Residential 7-15 du/na		✗			
Residential 11-21 du/na			✗		
Residential 11-29 du/na			✗		
SOUTH NATOMAS (SN)					
Low Density Residential 4-8 du/na		✗			
Medium Density Residential 7-10 du/na		✗			
Medium High Residential 11-21 du/na			✗		
High Density Residential 11-29 du/na			✗		
Riverfront Development (du/na per Special Permit)					
SOUTH SACRAMENTO (SS)					
Rural Estates Residential 1 du/0.5-4na	✗				
Residential 4-8 du/na		✗			
Residential 7-15 du/na		✗			
Residential 11-21 du/na			✗		
Residential 11-29 du/na			✗		
Residential 29+ du/na				✗	
Residential/Office				✗	

1- This table reflects general consistency and correspondence of general plan land use and community plan land use designations. Because of overlapping categories and unique circumstances, the relationship is not exact.

* du/na = dwelling units per net acre

Table 2 cont.

Community Plan/General Plan Land Use Matrix

Commercial/ Office[1]

	General Plan Categories			
Community Plan Categories	Public Office	Community/ Neighborhood Commercial/ Office	Regional Commercial/ Office	Mixed Use
AIRPORT MEADOWVIEW (AM)				
Office	X	X	X	X
Residential Office	X			
Commercial	X	X		
CENTRAL CITY (CC)				
Highway Commercial		X		
Residential Office	X			
Office	X	X	X	X
Neighborhood Commercial		X		X
General Commercial Multi-Use	X	X		X
Commercial Mixed Use- 1, 2, 3				X
Central Shops Historic District				X
Riverfront Commercial Recreational				X
POCKET (P)				
Highway Commercial		X		
Shopping Commercial		X		
Business and Professional Offices	X		X	
NORTH NATOMAS (NN)				
Neighborhood Convenience Commercial		X		
Village Commercial		X		
Community/ Commercial		X		
Transit Commercial		X		
Highway Commercial		X		
Employment Center				X

Table 2 cont.

Community Plan/General Plan Land Use Matrix

Commercial/ Office[1]

	General Plan Categories			
Community Plan Categories	Public Office	Community/ Neighborhood Commercial/ Office	Regional Commercial/ Office	Mixed Use
NORTH SACRAMENTO (NS)				
Highway Commercial		✗		
Retail-General Commercial		✗		
Office** Labor Intensive	✗	✗	✗	✗
SOUTH NATOMAS (NS)				
Highway Commercial		✗		
Neighborhood Commercial		✗		✗
Community Commercial		✗		
Office/ Office Park	✗			
Riverfront Development	✗	✗		
SOUTH SACRAMENTO (SS)				
Highway Commercial		✗		
Retail-General Commercial		✗		
Office	✗	✗	✗	✗
Residential-Office	✗			
Residential/Office				

1- This table reflects general consistency and correspondence of general plan land use and community plan land use designations. Because of overlapping categories and unique circumstances, the relationship is not exact.

Table 2 cont.

Community Plan/General Plan Land Use Matrix

Industrial[1]

	General Plan Categories		
Community Plan Categories	Heavy Commercial Warehouse	Industrial-Employee Intensive 30 emps/ac (min)	Industrial
AIRPORT MEADOWVIEW (AM)			
Industrial	✗		✗
CENTRAL CITY (CC)			
Industrial	✗		✗
Heavy Commercial / Light Industrial	✗		✗
Service Commercial	✗		✗
Industrial Commercial	✗		✗
Industrial Preserve	✗		✗
POCKET (P)			
Industrial	✗		✗
NORTH NATOMAS (NN)			
Light Industrial	✗		✗
NORTH SACRAMENTO (NS)			
Labor Intensive		✗	
Industrial	✗		✗
SOUTH NATOMAS (SN)			
Business Park		✗	
SOUTH SACRAMENTO (SS)			
Industrial	✗		✗
Heavy Commercial / Light Industrial	✗		✗

1- This table reflects general consistency and correspondence of general plan land use and community plan land use designations. Because of overlapping categories and unique circumstances, the relationship is not exact.

Table 2 cont.

Community Plan/General Plan Land Use Matrix

Parks - Open Space - Agriculture [1]

	General Plan Categories		
Community Plan Categories	Park-Recreation Open Space	Agriculture	Mixed Use
AIRPORT MEADOWVIEW (AM)			
Agriculture/Open Space		✗	
Park	✗		
CENTRAL CITY (CC)			
Parks or Open Space			✗
POCKET (P)			
Parks or Open Space	✗		
Parkway Recreation Node	✗		
NORTH NATOMAS (NN)			
Park/ Open Space	✗		
Agriculture		✗	
NORTH SACRAMENTO (NS)			
Parks-Parkway-Open Space	✗		
SOUTH NATOMAS (SN)			
Park	✗		
SOUTH SACRAMENTO (SS)			
Park	✗		

1- This table reflects general consistency and correspondence of general plan land use and community plan land use designations. Because of overlapping categories and unique circumstances, the relationship is not exact.

Table 2 cont.

Community Plan/General Plan Land Use Matrix

Public/ Quasi-Public/ Misc.[1]

	General Plan Categories				
Community Plan Categories	Schools & Colleges	Transportation Utilities	Public Offices	Public/Quasi Public Misc.	Mixed Use
AIRPORT MEADOWVIEW (AM)					
Public Schools	✗				
CENTAL CITY (CC)					
Public/Utilities	✗			✗	
Public Schools	✗				
Capital Area Plan			✗	✗	
Corridor/ Rail Intermodal Terminal		✗			✗
POCKET (P)					
Public/ Quasi-Public	✗			✗	
Public Schools	✗				
NORTH NATOMAS (NN)					
Civic/ Institution Uses	✗	✗	✗	✗	
Sports Complex				✗	
NORTH SACRAMENTO (NS)					
Public/ Quasi-Public	✗			✗	
Public Schools	✗				
SOUTH NATOMAS (SN)					
Public/ Quasi-Public	✗			✗	
Public Schools	✗				
SOUTH SACRAMENTO (SS)					
Public/ Quasi-Public	✗			✗	
Public Schools	✗				

1- This table reflects general consistency and correspondence of general plan land uses and community plan land use designations. Because of overlapping categories and unique circumstances, the relationship is not exact.

Table 2 cont.

Community Plan/General Plan Land Use Matrix

Special Planning Areas [1]

	General Plan Categories		
Community Plan Categories	Special Planning District/Area	Redevelopment Project Area	Infill Area
AIRPORT MEADOWVIEW (AM)			
Special Planning District	✗	✗	
Designated Infill Area			✗
CENTRAL CITY (CC)			
Special Planning Area	✗	✗	
Richards Boulevard Special Planning District	✗	✗	
NORTH SACRAMENTO (NS)			
Special Planning District	✗	✗	
SOUTH NATOMAS (SN)			
Special Planning District	✗	✗	
Riverfront Development	✗		
Northgate Boulevard Special Planning District			
SOUTH SACRAMENTO (SS)			
Special Study Area	✗		

1- This table reflects general consistency and correspondence of general plan land uses and community plan land use designations. Because of overlapping categories and unique circumstances, the relationship is not exact.

LAND USE DESIGNATIONS

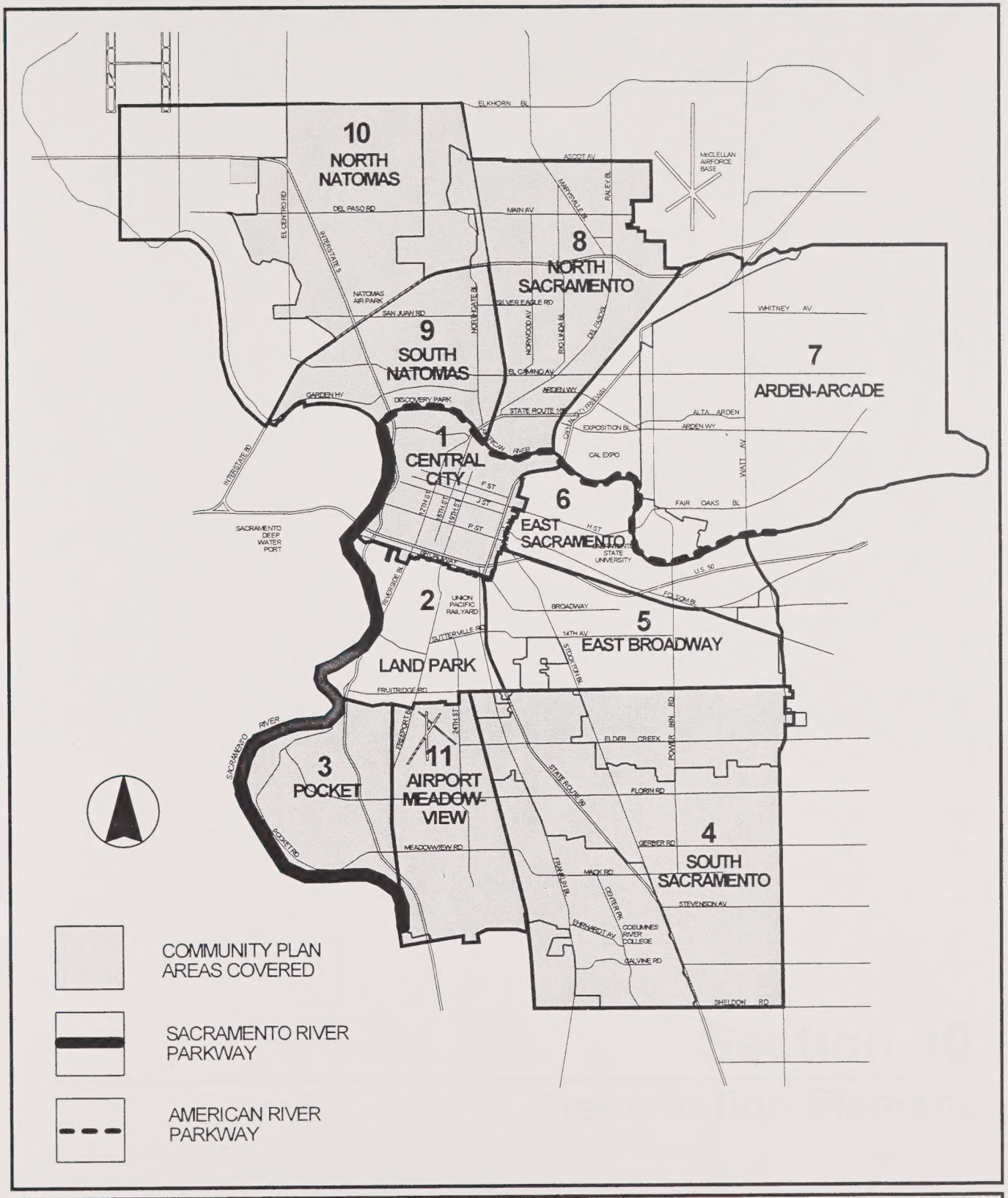
Land use designations shown on the General Plan map and maps of the more specific plans cited above are often more difficult to interpret for consistency purposes that are text statements. This occurs because the General Plan map available to the public does not show land uses below five acres in size. It also places some differing land uses of varying sizes in a dominant land use category where a high mixture of uses makes specificity of detail very difficult. The land use patterns of the Central City shown on the community plan map and the corresponding area if the General Plan map are such an example. Where this occurs, the land use designations on the more specific land use map (Central City map in the preceding example) are applicable.

Table 2 shows the relationship between the various community plan land use categories and the General Plan. Land uses with both the American and Sacramento River Parkways are more precise than the General Plan land use designation, and therefore take precedence. Facility specific plans show general locations for new facilities in areas not having a community plan for one of the above listed areas, but show precise locations for new facilities in communities listed above.

In areas of the City without more specific plans of the General Plan, the General Plan land uses take precedence over all others in determining land use policy.

For public use in determining exactly where land uses shown on the General Plan are located, the Planning Division maintains larger, more detailed maps. Map 1 shows the areas of the City with more specific area plans of the General Plan.

Map 1



AREAS COVERED BY MORE SPECIFIC PLANS

(BIKEWAY, PARK, LIBRARY MASTER PLAN AREAS NOT SHOWN)

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
update 1986-2006

Section 10

Preservation Element

PRESERVATION ELEMENT
SECTION 10 CONTENTS

LIST OF MAPS AND TABLES

INTRODUCTION

Sacramento, California's oldest city, State Capital, and birth place of the Gold Rush, has a rich and exciting history. Historic events shaped the city's development and are reflected in the City's physical character, economic viability, and quality of life.

The City's overall preservation objectives are to identify, protect, and encourage preservation of Sacramento's historic and cultural resources throughout the city. The Preservation Element of the City of Sacramento General Plan establishes the policy framework to guide the City's achievement of its preservation objectives.

The General Plan is a long-range policy guide for the physical, economic, and environmental growth and renewal of the city. Adoption of this optional component of the General Plan demonstrates the City's long-term commitment to identifying, retaining, and appreciating Sacramento's historic and cultural resources.

Historic resources play a vital role in the city's neighborhoods, commercial centers, recreational activities, educational programs, and other functions. The eclectic mix of historic and cultural resources in Sacramento is a vibrant reflection of the events and places that shaped the community. Protecting and encouraging the preservation and incorporation of these resources into future developments ensures that the cultural heritage of Sacramento will remain a vital asset to the city.

SUMMARY OF THE PLAN PREPARATION PROCESS

In 1996, a coalition of neighborhood organizations drafted a letter to the City voicing the need for an improved historic preservation program and then worked with City staff members to prepare a "Concept Paper to Strengthen the City's Preservation Program." Encouraged by the City Council's endorsement of the concept paper and by the approval of Sacramento's application for Certified Local Government (CLG) status for its preservation program, the City Manager convened a Select Committee on Historic Preservation (Select Committee) to provide specific recommendations for strengthening the City's preservation program. The recommendations of the Select Committee are contained in the "Report of the City of Sacramento Select Committee on Historic Preservation," published in July 1997. This report is available for review at the City Preservation Office.

The Select Committee identified several areas of the current program that needed attention, including: revising the Preservation Ordinance, surveying historic resources citywide, developing incentives package, improving consistency with state and federal preservation procedures and standards, and preparing a Preservation Element of the General Plan.

The Preservation Element incorporates the vision resulting from the Select Committee's work, integrates a broad range of existing planning goals and policies, and presents updated preservation goals, objectives, and programs for a comprehensive, citywide preservation program. Following public workshops and hearings before the Design Review and Preservation Board and Planning Commission, the Preservation Element was adopted by the City Council.

The City Preservation Office annually prepares an Implementation Plan for carrying out the goals and policies of the Preservation Element. Preservation objectives are also carried out through ongoing processes, programs, and regulations. The City's Preservation Ordinance (Chapter 32 of the City Code) in particular establishes the procedures and standards for implementing many aspects of the City's preservation program.

ORGANIZATION OF THE PRESERVATION ELEMENT

The Preservation Element is divided into two main parts. Part One, The Context for Historic Preservation, provides the legal, historic, and planning background for historic preservation in Sacramento and discusses the current program and preservation network.

Part Two, Preservation Goals, Policies, and Implementation Programs, presents the specific goals, policies, and implementation programs for the City's preservation program. A separate Implementation Plan has been prepared which identifies time frames and responsibilities to implement these programs. These actions will be implemented over time as part of the City's preservation program.

Appendix A of the Preservation Element is a glossary of preservation terms.

Appendix B is the City's annexation history through 1999.

PART ONE:
THE CONTEXT FOR HISTORIC PRESERVATION

A BRIEF HISTORY OF SACRAMENTO

Sacramento's location, within a great valley and at the confluence of two rivers, shaped its early and modern settlements. The rivers historically served for transportation, irrigation, and food supply. The periodic floods shape the development of Sacramento to this day. Following is a brief history of Sacramento, intended only to give a general context for readers of this document. Additional information on the City's history and the cultural and architectural context of its development will be developed as the City carries out the goals, policies, and programs to implement this Preservation Element. Appendix B shows Sacramento's growth and annexation history.

The Sacramento River played an integral role in settlement of the area

Early Inhabitants

Thousands of years ago, the valley was inhabited by nomadic hunters who wandered in and out of the area. As centuries rolled by, Indians settled down in villages. Estimates of California's early Native American population range from 150,000 to 750,000. The Sacramento Valley was home to a significant portion of this population. Two distinct language groups inhabited the lower Sacramento Valley: the Nisenan and the Plains Miwok. Native American subsistence activities consisted of collecting plant foods, fishing, and hunting. Seasonal flooding of the Sacramento and American river basins provided ideal habitat for a wide range of plant and animal resources.

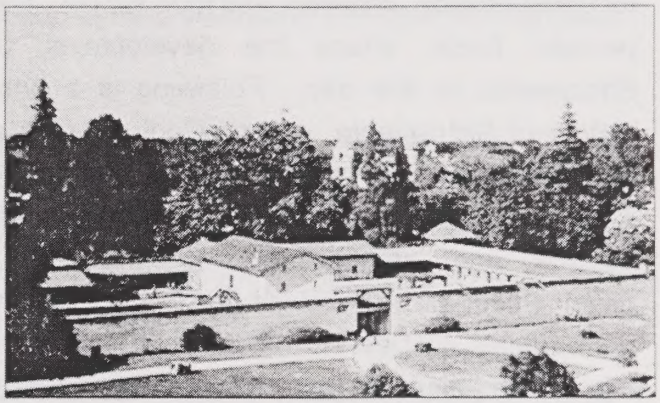
The 1800s brought forced colonization and missionaries to the area. The Indian population was exposed to diseases such as malaria, cholera, smallpox, and tuberculosis, brought by trappers and missionaries. These previously unknown diseases decimated the Indian population.

In 1808, Spanish sea captain and explorer Gabriel Moraga introduced the name, Sacramento, naming the river and valley after the Holy Sacrament. In 1822, Mexico gained its independence from Spain and began sending explorers to the Sacramento area. During that period, explorers from Russia, existing parts of the United States, and other areas were also new visitors to the region.

John Sutter

John Sutter is considered Sacramento's modern day founder. In 1834, Sutter left Switzerland in order to escape debtors' prison. His journey led him through Missouri, Oregon, Hawaii, and Alaska before he reached California. In Monterey, the provincial capital of Mexican California, Sutter approached Governor Juan Alvarado, where he was given permission to settle a colony. Sutter and his crew of 15 landed in the Sacramento area, two miles above the mouth of the American River on August 12, 1839.

To guard against hostile Indians, Sutter built an adobe fortress which was called Sutter's Fort, which became the commercial center of the new settlement. Sutter returned to Monterey, was made a Mexican citizen, and was commissioned a captain in the Mexican army. Sutter received a land grant of approximately 115 square miles. He called his fertile empire, "New Helvetia" – New Switzerland. By 1847, New Helvetia was a thriving farming, ranching, and trade center.

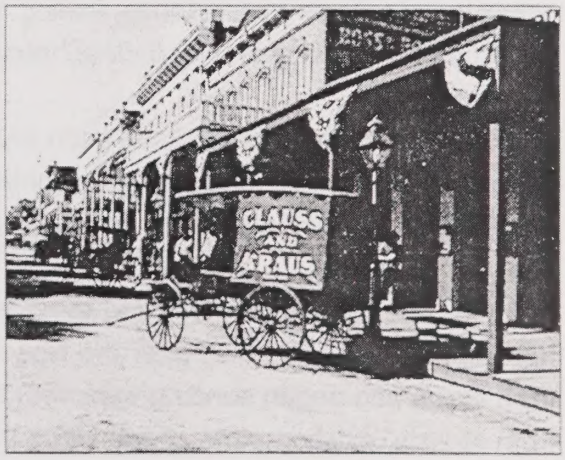


Sutter's Fort, restored, at 26th and L Streets

Gold Rush

To supply wood for New Helvetia's growth, Sutter set out to build a mill in partnership with James Marshall. On January 24, 1848, James Marshall discovered gold in the race of the new lumber mill in Coloma, 45 miles east of Sacramento. Nine days later, the Treaty of Guadalupe Hidalgo was signed, ending the United States' two-year war with Mexico. Mexico ceded California and the adjacent southwest to the United States in return for a $15 million payment. Neither country knew of Marshall's discovery at the time.

Sutter and Marshall tried to keep their find secret, but the sawmill workers had witnessed it. As the news of the discovery spread, Sacramento was transformed from a wilderness settlement into a booming town. By the end of 1849, at least 42,000 gold-seekers had reached California by overland trails, and about 6,000 Mexicans from Sonora arrived in the mining camps. Nearly 700 ships had debarked more than 41,000 Americans and foreigners in San Francisco bound for the mines. The Gold Rush resulted in an extremely diverse set of prospectors.



Old Sacramento, a national historic district, is reflective of the Gold Rush era

Sutter's plan for New Helvetia called for a port city named Sutterville to be built on the Sacramento River at an elevated site about three miles south of the confluence with the American River. The gold seekers ignored Sutterville and landed as close as possible to the shallow American River before proceeding overland in search of gold. Most ships tied up along what is now Front Street to unload their cargoes on the natural levee there. Unauthorized squatters began to appropriate sites for stores, mostly in tents or wooden buildings.

With the development of the embarcadero on the Sacramento River, Sutter's Fort lost its position as the center of commerce. As gold seekers moved inland, they passed the Fort and soon depleted the Fort's supplies. Sutter's workers abandoned him for the mines, his livestock were stolen, and squatters stole his land. Within a few months, creditors were threatening foreclosure when Sutter's son, John Sutter, Jr., arrived from Switzerland in August 1848.

Sacramento - Birth of the City and State Capital

Because of Sutter Senior's debts, he transferred the titles of his properties and buildings over to his son. Although his father insisted that the area would be regularly flooded, the young John Sutter Jr. designated four square miles of his father's land to be the City of Sacramento. Sutter Jr. hired William H. Warner to draft the official plat of the city: 31 north and south streets to be numbered in order from the Embarcadero and 26 east-west streets named for the letters of the alphabet. In January 1849, Sutter Jr. held the first auction to sell the lots in order to pay off his father's debts. By the end of 1849, the City had a population estimated at 12,000. It was a boomtown, with many hotels, saloons, gambling halls, and brothels.

Local government in Sacramento began with the adoption of the City's charter in 1849, and had to withstand many catastrophes. In early 1850, a great flood destroyed much of Sacramento. In April 1850, Sacramento was ravaged by fire.

An 1850 depiction of Sacramento

An outbreak of cholera that year led to a request from the fledgling city to John

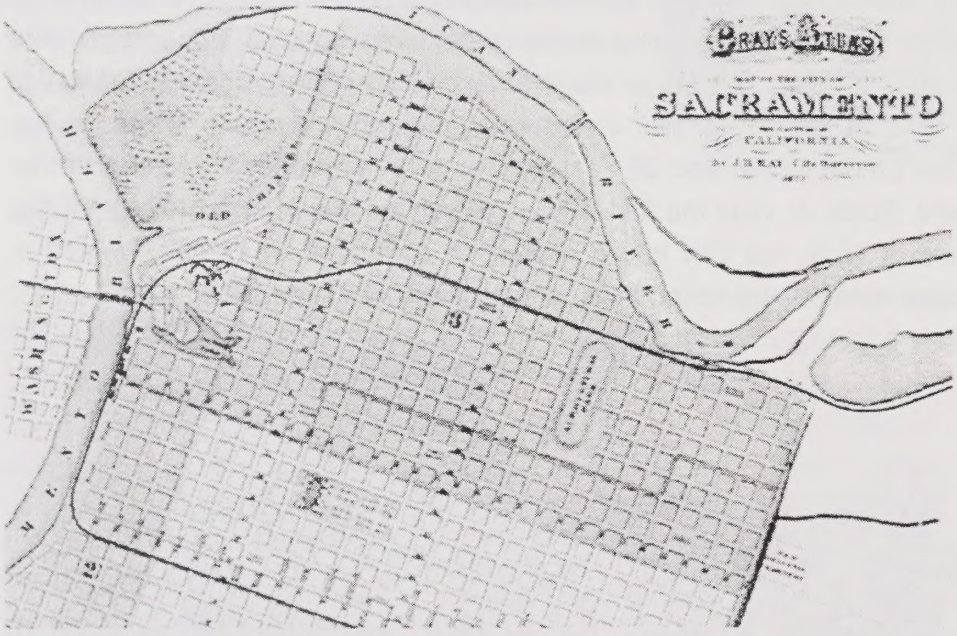
Sutter to donate land for a burial site. This is now the Old City Cemetery at 10th Street and Broadway.

Old City Cemetery

In 1852, another major fire devastated 90 percent of the city. In 1853, a fire-protection ordinance required new commercial buildings to have walls of brick, stone, or cast-iron.

After every flood and fire, the City was quick to rebuild. In 1854, Sacramento defeated several rival contenders to become the four-year-old state's permanent capital. A 7,500 square foot courthouse at 7th and I Streets served as a temporary Capitol building.

The permanent State Capitol building, surrounded by the 40-acre Capitol Park grounds, began construction in 1860 and took 14 years to complete.



Early map of Sacramento, showing State Capitol grounds and former river channel

Because the main route to the gold region followed J Street, business concerns were established very early along that street which became the commercial heart of Sacramento. This street was settled as far east as 9th street by 1859. As Sacramento grew in population, the business section extended farther eastward and overflowed onto K Street.

Despite the construction of levees, Sacramento continued to be plagued with floods which periodically destroyed much of the city. Most of the flooding came from the American River, which met the Sacramento River a few hundred feet above I Street. When rains swelled the American to flood proportions, it overflowed its banks into Sutter Slough and over the levee along I Street. In 1862, Sacramentans dug a new mouth for the American at its present site. (The project was to have subsequent benefits to the city, for it made possible the filling of the slough and use of the landfill for the Southern Pacific yards and depot.) After much debate, Sacramentans also elevated City streets four to fourteen feet between I and L, and Front to 12th Streets beginning in the mid

1860's. They then raised most of their buildings to the level of the streets. This tremendous undertaking was completed in 1873 and proved successful.

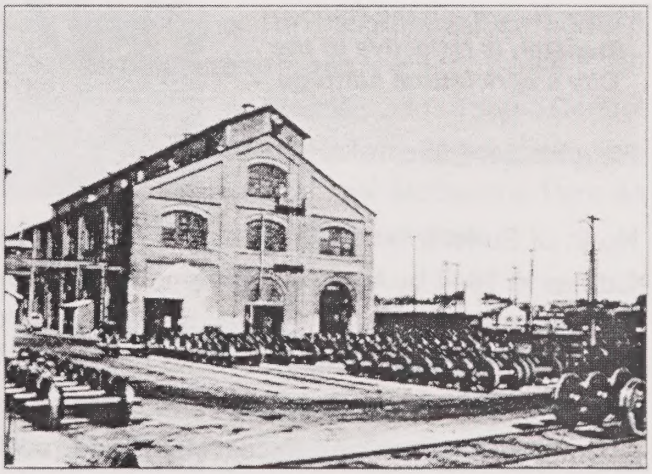
During this time, as the state capital and center of government, Sacramento also continued to flourish as the principal supply and trade center for the hundreds of mining camps in the nearby Sierra Nevada foothills. By 1860, however, the easily-mined surface gold had been harvested and Sacramento's boom years appeared to be over. Sacramento instead became the birthplace of another great event, the nation's first transcontinental railroad.

Railroads

In 1856, civil engineer Theodore Judah's Sacramento Valley Railroad was completed, linking Sacramento to the town of Folsom. This short line, California's first railroad, was intended to replace some of the wagon trails that connected Sacramento with nearby gold fields.

Judah had a greater vision to build a railroad line across the Sierra to link California with the rest of the nation, but needed federal support as well as private financial backing to pursue this dream. In 1860, he convinced the city's four major merchants to back the effort: Leland Stanford, Collis Huntington, Mark Hopkins, and Charles Crocker. The Big Four, as they came to be known, incorporated their Central Pacific Railroad of California in 1861.

In 1862, the Pacific Railroad Act authorized Central Pacific to begin building eastward from Sacramento to connect up with the Union Pacific Railroad Company building westward from Nebraska. The Chinese constituted much of the labor force responsible for the construction of the railroad; thus the population of Chinese in the city began to expand rapidly during this period. In 1869, the first transcontinental railroad was completed, with Sacramento as the terminus. (Regrettably, Theodore Judah did not live to see the culmination of his vision.) From 1869 to 1883 Sacramento was the main dispatching station for transcontinental trains.



The Southern Pacific shops were a major industry in Sacramento during the early 20th century

The railroad was also responsible for establishing what would be Sacramento's largest industry during the first decades of the 20th century, the Southern Pacific shops. The Sacramento facility was the largest of its kind west of the Mississippi. Many Southern Pacific locomotives, freight, and passenger cars were manufactured, repaired, and maintained in these shops. The shops also influenced the

residential and commercial location of buildings in the city. Alkali Flat was the home of numerous railroad employees.

Agriculture

Beginning in 1867, agriculture rather than gold mining became the primary producer of local exports. The Sacramento River was of key importance, providing easy and cheap transportation for the agricultural wealth of the valley to either a processing plant or export facility. The Sacramento Valley became one of the world's most important granaries.

Labels from Sacramento's canneries

Witter Ranch, on the National Register, is reflective of the City's agricultural heritage

The transcontinental railroad shortened the shipping time to the East Coast from four to five months to seven to 10 days, allowing shipment of perishable agricultural products. The canning and preserving industry developed in response to the problem of agricultural surpluses and to provide fruits and vegetables year round. The first cannery in Sacramento began in 1862. By 1926, there were six large canneries in Sacramento employing thousands.

Sacramento had been named the site of the state fair in 1860. Agricultural Park was originally located between B and H and 20th and 22nd Streets (in what is now Boulevard Park), but moved to 80 acres on Stockton Boulevard in 1907 as a result of growth pressures in the early 1900s. The Stockton Boulevard site operated as the state fairgrounds until 1967.

Rancho del Paso

North of Sutter's land grant was the 44,000-acre Rancho del Paso land grant, granted to Eliab Grimes in 1844 by Mexican Governor Manuel Micheltorena. It was named after El Paso de los Americanos, the ford in the American River near today's H Street bridge. In 1862, Kentucky lawyer Ben Ali Haggin purchased Rancho del Paso. By 1884, he and his partner Lloyd Tevis were pasturing 20,000 sheep, cattle, and horses and growing hay and hops. Haggin established a thoroughbred ranch and successfully bred racehorses from the 1880s through about 1905. In 1886, his horse Ben Ali won the Kentucky Derby.

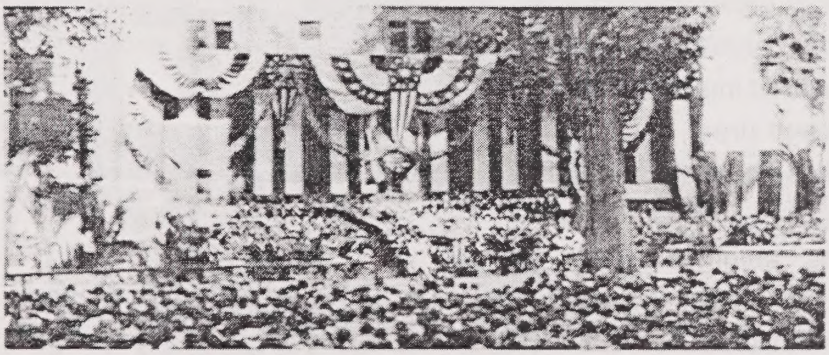
Newspapers

During and following the Gold Rush, more than 80 newspapers were founded in Sacramento, although only a handful survived. The *San Francisco Chronicle* was born in Sacramento in 1864 when Charles De Young founded it as the *Dramatic Chronicle*, a small throwaway. Nine months later he relocated it to San Francisco and renamed it the *Daily San Francisco Chronicle*. The *Sacramento Union* was known as the "oldest daily west of the Rockies" until its demise in the 1990s. Mark Twain was the *Union*'s most famous newspaperman. The *Sacramento Bee* was also born during this era, and survives to this day.

Local Transportation

In 1859, entrepreneurs established the city's first omnibus public transportation line (a wagon drawn by two horses). A horse car line, inaugurated in 1861, provided service from the Railroad Depot to the State Capitol, downtown Sacramento and to Agricultural Park on the east and the City Cemetery on the south. In 1871, the Sacramento City Railway Company purchased East Park (now McKinley Park) and put in gardens, "shooting galleries, picnic grounds, swings and flying horses and posh ponds." It also had a miniature zoo and a "museum of natural curiosities." Concerts on Sundays added to its attractions.

Battery-operated electric streetcars came to Sacramento in 1891, providing short-range intracity transportation. In 1894, Sacramento had eight streetcar lines, all fanning out from the Southern Pacific depot. Sacramento followed the cue of cities all across the nation, where streetcar companies were constructing amusement parks to promote patronage on weekends. In 1889, Central Street Railway began to develop what is now McClatchy Park as an amusement park.



McKinley Park in 1920

The Early 1900s

As the city moved into the 20th century, important improvements were seen. Construction of the State Capitol was completed in 1874. In 1885, Margaret Crocker, Judge Edwin Crocker's widow, donated to the City the art gallery she and her husband had created. The Crocker Museum, still operating, is the oldest museum west of the Mississippi. In 1895, power generated by Folsom Powerhouse on the American River transmitted electricity 22 miles to Sacramento, the longest

such transmission in the world at that time. The early 1900s saw a diversifying and growth of Sacramento's population and business. The Japanese population was beginning to significantly expand because of newly relaxed immigration laws in Japan.

The US Bank Building in Oak Park, Sacramento's first suburb

Pressure for more residential areas in 1907 caused the removal of Agricultural Park to Stockton Boulevard. Sacramento's first suburban development occurred in Oak Park immediately southeast of the city. The farm on that site had been sold in 1885 to a real estate company which began subdividing in 1887. It was soon supported by electric street car services from downtown Sacramento. By 1910 approximately 13,000 people lived in Oak Park. Such a concentration of people stimulated a move for Sacramento's first annexation. In 1911, with an existing population of approximately 45,000, Sacramento annexed major new areas surrounding the original Sutter grant, including present-day East Sacramento, Oak Park, Curtis Park, and Land Park. This annexation tripled the size of the city and added about one-third to its population.

Sacramento now had the potential to grow both to the east and south. To the north, in 1910, Rancho del Paso was sold and began subdivision. There was already adequate transportation because Haggin had granted the Southern Pacific railroads the rights of way through his property. The Sacramento Golf Club left its course between J and H and 42nd and 51st Streets for acreage at Watt and Marconi, where it became known as the Del Paso Country Club.

Members of the Sacramento Riding Club on Del Paso Boulevard, in the late 1920s

Growth in Rancho del Paso gave added importance to 12th Street in Sacramento because that street, once the road to the northern mines, led to the only bridge across the American River in that area. The subsequent development of the automobile and subways under the railroad tracks provided convenient and rapid transportation to the north area. In 1924 North Sacramento incorporated as a city. America's first transcontinental highway, the Lincoln Highway, came down Del Paso Boulevard.

In the early 1900s, state buildings were also refurbished or plans for construction approved. The Capitol building was modernized between 1906 and 1908 with the installation of steam heat, elevators, and rewiring for telephone, telegraph and electric lights and remodeling of parts of the interior. New buildings were also needed to house the state's expanding functions. Sacramentans

voted to purchase the blocks between L and N and 9th and 10th and donated them to the State in 1917 as the site for two new buildings.

During this period, the City hired various city planners out of concern over the haphazard nature of growth in the city. Dr. John Nolen compiled a comprehensive park system plan, adopted by the city in 1916. In 1916, Sacramento City College was organized and the area had its first institution of higher learning. In 1922, the City adopted its first zoning ordinance, and in 1926 a master plan.

The selection of 789 acres near Mills Station on the Sacramento Valley Railroad for a training base for the Army's Air Corps was to have a permanent effect. The site 12 miles southeast of Sacramento would eventually become Mather Air Force Base and the nucleus for residential, industrial and commercial development in that area.

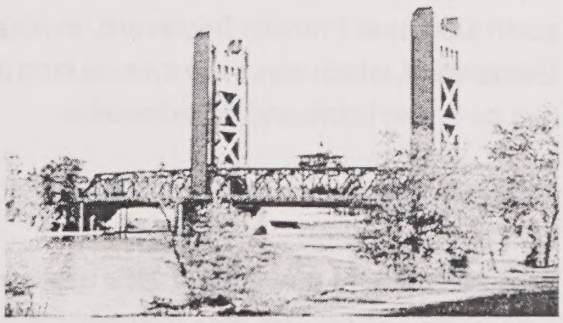
In the years following World War I, Sacramento experienced another building boom that shifted the city further eastward. With the City Beautiful movement and the overall country's optimism following the war, there was a growing sense of civic pride expressed through the building of public buildings, parks, libraries, city halls, schools, banks, hotels, department stores, public works, and fraternal lodges. Sacramento's City Hall was completed in 1911, and nearly 30 new building projects were completed between 1912 and 1928. Major new buildings during this era included the Sacramento City Library (1918), the Masonic Temple (1920), the Sacramento Public Market (1923), the Senator Hotel (1924), the Elks Club building (1926), and the Memorial Auditorium (1927).

Other projects east of the Old City included Sutter Hospital, the American Can Company (1926), Mercy Hospital, and Turn Verein. In 1923, citizens voted to level the Y Street levee, thereby encouraging development of the area to the south. William Land Park and City College opened in the area.

Throughout the 1920s despite the restrictions of prohibition, Sacramento was considered one of the wettest spots in the state.

1930s-40s

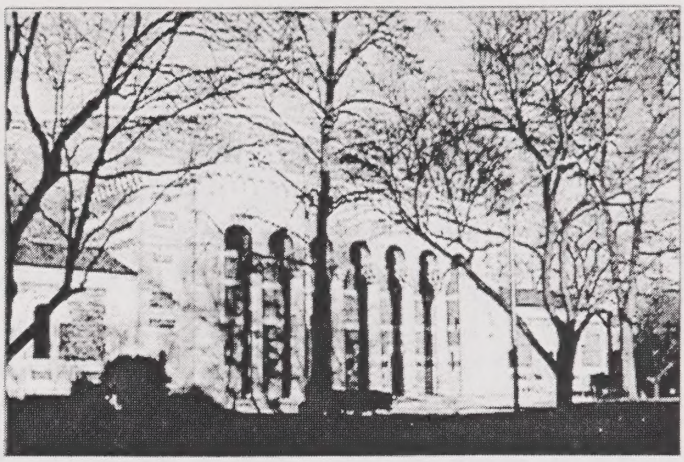
The 1930s marked the onset of the Great Depression. Despite the crippling effects of this economic downturn, Sacramento was not hit as hard as some other parts of the country because of its diversified economy, although employers like Southern Pacific and the canneries were hit hard.



The Tower Bridge, built in 1935

By 1930, Sacramento had a population of nearly 94,000. In 1935, the Tower Bridge opened. A major

portion of the Sacramento Air Depot was developed prior to World War II, between 1936 and 1941. The Sacramento Air Depot was renamed McClellan Field in 1939. McClellan was the principal supply depot and repair facility on the West Coast during World War II.



The Memorial Auditorium, built in 1927 as a tribute to World War I veterans. In World War II, the Memorial was used as the site for processing the Japanese Americans into internment camps

The 1940s for Sacramento consisted of war-oriented activities, and the area's military support system grew dramatically. In 1941, about 5,000 Japanese Americans were living in the Sacramento area, about half of them farmers who had long lived in the area. On May 7, 1942, 8,600 Japanese Americans from Northern California were placed in internment camps in Modoc County and Arizona, forced to sell their cars, homes, and businesses. When the war was over, less than half came back to the area.

The war led to a shortage of workers. After Pearl Harbor, soldiers stationed in the area and bases expanded dramatically in the Sacramento area; McClellan and Mather Air Force bases expanded, as did other bases in the region, creating thousands of civilian defense jobs. The Sacramento Army Depot opened in 1945. With men at war, women occupied nearly 80 percent of the jobs created by the war locally. The job boom triggered a housing crisis; federal and local officials built two major housing projects: the 310 apartment New Helvetia complex just south of Broadway, and the 168-unit Dos Rios complex at North 12th and D Streets. In 1944, the 1,726 acres northeast of the city now known as Arden-Arcade were opened to development.

Workers at McClellan, many of them African Americans attracted to Sacramento from the deep South by the prospect of jobs, were not able to find landlords willing to rent to them and built shacks in Del Paso Heights from airplane parts crates. The 1940s also saw the expansion of the Latino population in Sacramento, spurred by the 1942 Bracero program, an agreement that allowed Mexican nationals to work on U.S. farms. The area's Latinos were concentrated on the south side near Franklin Boulevard, in Alkali Flat, and in Gardenland, near Northgate Boulevard. Gardenland, which was once swamp land that had been home to squatters during the Depression, had no street lights and no sidewalks.

1950s

After the war and during the 1950s, the trend of an exodus from the cities into suburbia, common across the nation, was also occurring in Sacramento. After World War II, consumer and capital

demands, restricted four years and stimulated by an increase in population, expanded. Mather Field was reestablished as a permanent base, and the missile and electronic industries added to employment.

The city of Sacramento gradually lost a good portion of its commercial monopoly to county development after World War II. One reason for this change was the impact of the automobile and the growth in suburban development. The number of automobiles in Sacramento County doubled between 1936 and 1950. The growth in automobiles was also a factor in the demise of steamboating on the Sacramento River and the electric trains servicing the city, both of which ceased in 1941. By 1960, only one transcontinental passenger train a day served the Southern Pacific Depot, a significant change from the 110 trains a day that arrived or departed from the depot in 1940, including 15 trains a day to and from San Francisco.

The 1950 Census counted more than 137,000 in Sacramento. In the 1950s, the Sacramento Redevelopment Agency formed in order to revitalize some of the downtown area. Part of the Agency's strategy involved transforming the stretch of Capitol Avenue west of the Capitol building into the wide Capitol Mall. Like most redevelopment agencies of the era, the new agency made dramatic changes to bring about urban renewal. In seeking to eliminate the blight of the slums that had formed in this area, redevelopment destroyed many historic buildings and the areas that accommodated Sacramento's Chinatown.

In the 1950s, the State Division of Highways announced preliminary plans to build the projected Interstate 5 freeway through Old Sacramento. After local outcry, the Division presented finished plans for routing the freeway between 2nd and 3rd Streets. Local artist-historian Ted Baggelman successfully proposed moving the freeway another 80 feet east, to save the historic buildings on the east side of 2nd Street. In 1965 the National Park Service registered Old Sacramento as a National Historic Landmark, and in 1966 the State Legislature officially created Old Sacramento State Historic Park.

As population spread into the unincorporated areas outside the city, the commercial enterprises followed. At first they were relatively modest in size such as the Fruitridge or Town and Country shopping centers. But by 1954 Country Club Shopping Center was in operation and was soon followed by others such as Southgate, the Mills Shopping Center in Rancho Cordova, Florin Center and later, Sunrise Mall.

1960s to present

The 1960s saw a rebound in the Sacramento area economy. The national military and industrial booms brought jobs and money to the region. In 1964, the City of North Sacramento, encompassing 6.6 square miles and 16,350 residents, merged with Sacramento, boosting the total City population over 200,000.

The 1970s saw a heightened awareness of the City's historical resources. In the early 1970s, an unsuccessful attempt to prevent the demolition of the historic Alhambra theater spurred the local preservation movement. In 1975, the City created the Preservation Board. People began to notice the widespread destruction of many of the old Victorian homes and other historical landmarks. Worried about losing these irreplaceable assets, there was greater effort to protect the older buildings and sites.

A major restoration of the State Capitol was completed in 1980

In 1980, the State completed a $75 million restoration of the Capitol building. In 1987, Sacramento opened its modern light-rail system, nearly 100 years after the city's original electric streetcar system.

In 1996, the City completed restoration of the Memorial Auditorium and it reopened for public events.

The years 1999 and 2000 mark the 150th anniversary of the City's inception. Sacramento today, with approximately 400,000 population, remains the cultural, business and governmental center of the region.

For more information on the history of Sacramento, see the following references:

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MAJOR ARCHITECTURAL STYLES AND TYPES

The following discussion of building styles and types found in Sacramento is arranged with a brief history and general description of the stylistic elements. This is not intended to be a comprehensive discussion of the architectural history of the city, but rather to assist those without an in-depth knowledge of architecture to become better acquainted with the rich variety of styles and building types to be found in the city. As in other cities located a long way from East Coast architectural sources, styles in Sacramento are more likely to blend together in composites.

The following discussion is based on information prepared in connection with the original residential survey of Sacramento, and updated to represent styles and forms after the 1920s and nonresidential styles and forms. This discussion also describes general types that are used with various architectural styles. For individual examples of specific buildings styles and types, readers can review the City's architectural survey books, available at the City Preservation Office.

The discussion is roughly chronological, although some styles and forms were popular, or at least in fashion, at the same time. The dates are also meant to provide the range during which buildings in the style or form were constructed in Sacramento. Dates on the East Coast for corresponding styles are generally earlier; dates for similar styles in other California cities may also differ from the ones in Sacramento.

1. **Greek Revival (1850s-1860s):** A very popular style in the Eastern United States in the second quarter of the 19th century, it persisted longer in California, sometimes blending with Italianate details. Usually rectangular in shape without projections or wings except in a composition of blocks, with a low pitched gabled roof treated as a pediment. Symmetrical facades have corner pilaster and large windows with shutters. Doors are sometimes flanked with oblong sidelights (long, narrow windows which do not open) with an oblong transom over the door and sidelights.

   The J. Neely Johnson home at 1029 F Street is a Greek Revival residence built in 1853, and the oldest house remaining in Sacramento.

The J. Neely Johnson House at 1029 F Street

2. **Gothic Revival (1850s-1860s):** An important style for churches, institutions, and large houses in the Eastern United States during much of the first half of the 19th century. It was popularized throughout the country after 1840 as appropriate for small houses by A.J. Downing in *Cottage Residences*. In form, typically, it has steeply pitched central cross gables or gable ends. Characteristic detail includes vertical siding, shallow pointed arches on porches and doors, lancet windows, window tracery, finials, pendants, crenelation, and lacy bargeboards.

   An example of Gothic Revival is the Hubbard Upson house (1857) at 1010 F Street in the Alkali Flat neighborhood.

Hubbard Upson house at 1010 F St

3. **Delta Type (1850-1910s):** The Delta Type house is a general form typical of the Sacramento River delta area that arose in the 1850s in response to conditions of frequent flooding and long, hot summers. By the end of the century, levees controlled the floods but the Delta Type form persisted into the 1910s as a convention.

   In general terms, the Delta Type is a frame house with a raised basement or ground floor, exterior stairways, and a front porch. Delta Type houses were usually dressed in a thin overlay of some traditional, stylistic trim under which they assumed characteristic subforms. Delta Type Eastlakes and Delta Type Queen Annes are similar and distinguished most readily by their roof forms as well as by the character of their detail. Delta Type Eastlakes typically have a hip roof or a hip roof with a single gable over an angled bay. Delta Type Queen Annes typically have a gable over an angled bay and at least one other gable. Another subform is the simple Delta Type cottage with a gable roof, flat front, and full porch. A Delta Type example is the Hartley House (1865) at 1107 F Street.

Hartley House at 1107 F St.

4. **Italianate (1860s-early 1880s):** The overwhelmingly predominant style for houses in Sacramento in the early 1870s. In common form they are either flat fronted or have angled bays and hip roofs with a cornice at the eaves or a parapet that obscures the roof. Characteristic details are a bracketed cornice, turned balustrades, tall narrow windows with flat or rounded tops and prominent lintels, a raised front porch and elaborately detailed entrance portico, quoins, and sometimes a rusticated facade.

The Llewellyn Williams Mansion, currently located at 900 H Street.

For many years the most common form for both simple and elaborate Italianates in Sacramento was a two-story hip roofed house with a two-story, angled bay at one side of the facade. An example of an Italianate styling is the Llewellyn Williams Mansion (1885) at 900 H Street behind City Hall, now used as a Youth Hostel.

5. **Warehouse/Industrial Buildings (1860s-1940s)**: Less a style, it is more a building type; however, there are common characteristics which can be found on these buildings, regardless of construction date. Large expanses of red brick walls, large first floor openings to accommodate wagons and trains, and small windows which have flat or segmental arches are common. If there is any decorative detailing, it is usually confined to simple wall arches, and corbelled cornices and paneled parapets.

The warehouse at 1108 R Street (now known as the CADA warehouse) is an example of this form.

1108 R Street

6. **Second Empire (1880s):** Also called Mansard style for the characteristic treatment of the upper story as a part of the roof, which originally derives from an effort by Parisian architects to skirt taxes determined by the number of stories in a building. More picturesque in form than the Italianate with a high tower and mansard roof, it otherwise employs rich Italianate details.

The Heilbron House (1881), at 704 O Street, is a Second Empire structure (currently the home of La Raza Galeria Posada art gallery).

Heilbron House at 704 O Street

7. **Stick and Eastlake Styles (1880s):** Stick Style is usually found in combination with Eastlake. It is an ornamental style marked by the use of stickwork, or simple unadorned slats of wood which suggest the balloon frame construction of the house. Also marked by diagonal branches in porches and elaborate railings of unadorned sticks. In form it is much like Eastlake with square bays.

Eastlake Style is probably the most common 19th century style in Sacramento's Central City. It is found either by itself or in combination with other styles, and most often on a Delta Type house form. It is found in both very simple cottages and large elaborate houses. Principally a style of ornament derived from the English furniture designer, Charles Eastlake, the ornament was easily worked on machinery that was developed and made widely available in the 1880s. Characteristic ornament includes spindles, curved brackets, incised carving, grooved moldings, sunbursts, and flash glass. In combination with the Delta Type, is usually has a hip roof, angled bay with or without a gable, step back plan, and L-shaped porch.

Sullivan House, 1100 E St.

The Delta Type Eastlake is often similar to the Delta Type Queen Anne but is generally distinguished by the number of gables and type of ornament used. The Alkali Flat neighborhood features many Eastlake style homes.

With the typical Stick-Eastlake style, in addition to the Eastlake ornament there is an overlay of plain or molded stick work that resembles half timbering and suggests the balloon frame construction of the time, often by extending window frames beyond the windows. Curved brackets are usually replaced by diagonal brackets. The Sullivan House (1894) at 1100 E Street is an example of Stick-Eastlake style.

8. **Queen Anne (1885-1990):** Originally an English style formulated by Richard Norman Shaw in the 1860s, it bore little relation to the architecture of the time of Queen Anne. It went through many transformations before it arrived in California about 1885. Less formal than earlier Victorian styles, it sought to be picturesque with an asymmetrical plan, complex roof line, corner tower, and gables. The style frequently displays a variety of textures and colors in bands of different siding materials including brick, clapboard, and shingles. Queen Annes also have bay windows of various shapes, porches, balconies, and a variety of predominantly classical ornamental details. The Ochsner Building (1904) (also known as the Sun Building) at 717 K Street is one example of Queen Anne styling. Many residences also have Queen Anne styling.

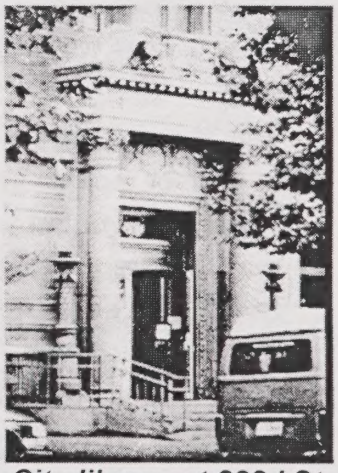
In Sacramento the Queen Anne, Eastlake, Colonial Revival, Shingle, and Craftsman Styles all blend together easily. (See the example of the residence at 1931 21st Street). As described here the style is usually found in larger and elaborate houses, but it is most commonly found in Sacramento in abbreviated fashion on a Delta Type house form. The most typical Delta Type Queen Anne house has a hip roof, usually with more than one gable, an angled bay at one side, and a porch at the other side under the hip roof.

Fred Mason House at 1931 21st St

9. **Cube Type (1890-1910s):** The Cube Type house is a vernacular form which is repeated many times with a variety of stylistic dressings. Its name derives from a square front elevation and cubic quality which is projected, although it is actually longer than it is wide. The Cube Type developed in the 1890s as an economical and easily repeatable form for a large house or apartment building. It was most commonly overlaid with Colonial Revival details but also appeared as Craftsman, Mission Revival, and in other styles. A Cube Type example is located at 715 21st Street (1905-1910).

Cube Type at 715 21st Street

10. **Renaissance Revival (1890-1910):** An aspect of the general revival of classically detailed styles around the turn of the century which followed an earlier revival of Renaissance models in the mid-19th century. Buildings in this style are symmetrical in design with flat fronts, massive cornices, and low roofs. Details include rustication, quoins, string courses that link windows, and taller windows in the second story than elsewhere. Windows are usually decorated with ornamental lintels or pediments in the second story. The style is usually found in institutional or commercial structures, and rarely in residential structures after the earlier period of the Renaissance Revival. The Central Library building (1918) at 828 I Street is an example of the Renaissance Revival style.



City library at 828 I St.

11. **Shingle Style (1885-1900):** Similar to Queen Anne, particularly as it appeared in the Eastern United States, and displaying a greater simplicity of detail together with a greater interest in massing of forms. Walls and roof are shingled and include frequently curving wall surfaces. The most easily seen aspect of this style in Sacramento is the steeply pitched shingled gable which derives from the distinctive Bay Area Shingle Style work of architects like Maybeck,

Coxhead, and Polk. Shingle stylings can be seen on the Fred Mason house at 1931 21st Street *(see picture under Queen Anne stylings)* and with the Colonial Revival Viscaya at 2019 21st Street (*see picture under Colonial Revival, below*).

Calif. Western Life Ins. Bldg at 926 J St.

12. **Late 19th and Early 20th Century Period Revivals (1890-1940):** Commencing at the turn of the century and picking up steam in the 1920s, the Period Revival occurred amidst several great building booms. Different historical periods were evoked by manipulating forms and materials. One of the most prevalent styles, Spanish Colonial, which also appears in the slightly altered Mediterranean Revival, is identified by red tile roofs and stark white and pastel stucco walls over a structural system often made of wood or concrete block.

Other revivals of historic periods were also popular in Sacramento, and architectural features included Tudor half-timbering, Norman arches, and red brick Colonial facades, seen in residences throughout the Land Park, East Sacramento, and Curtis Park neighborhoods. Renaissance and Gothic Revival motifs were also popular in non-residential structures. Some examples of Period Revival styles include the California Western Life Insurance building (1925) at 926 J Street in a French Renaissance Revival style, and the Southern Pacific Railroad Depot (1926), a Mediterranean/ Renaissance Revival.

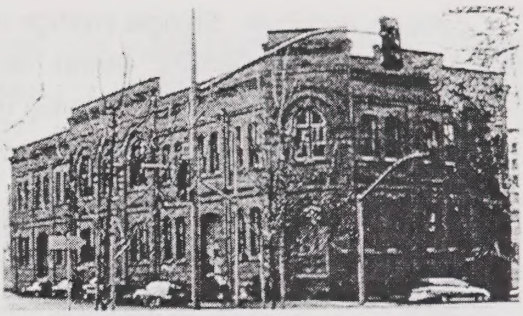
Land Park Period Revival

13. **Colonial Revival (1895-1910):** A revival of the Georgian style of architecture of the American Colonial period. Colonial Revival buildings have symmetrical facades with hip or gambrel roofs, eaves treated like classical cornices with pedimented gables, pedimented entrance porticos with Palladian entrances, windows with shutters, and swag details.

The Viscaya at 2019 21st Street

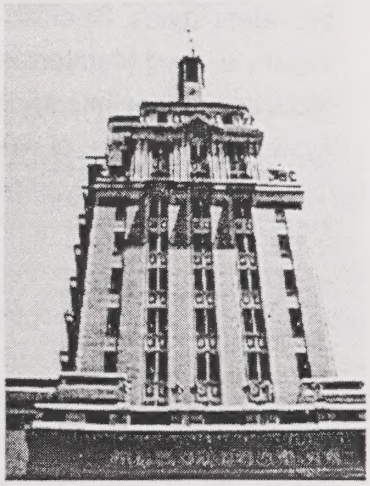
In Sacramento it is often found on a Cube Type house form, and often blends with Queen Anne in its details. Viscaya Bed & Breakfast (1899) at 2019 21st Street in the Poverty Ridge neighborhood is a Colonial Revival with Shingle and Craftsman stylings.

14. **Classical Revival (1890-1920):** The style became extremely popular after the Chicago World's Columbian Exposition of 1893, where the style reigned supreme. The stylistic elements are derived from the classical architecture of Greece and Rome with many interpretations and variations. The Old Folsom Powerhouse, Sacramento Station A (1895) located at 6th and H Streets, is an example of the Classical Revival Style.



Station A at 6th and H St.

15. **High Rise Commercial (1890s on):** Beginning with technological developments such as high strength steel framing and elevators in the 19th century combined with curtain wall construction (i.e., non-load bearing walls), buildings began to grow taller, framing lighter, and window expanses larger by the turn of the century. These new buildings appeared in all major cities as symbols of progress and prosperity. Brick, stone, and terra cotta were popular as cladding materials. Stylistically, buildings could be clad in almost any desired style; however the Gothic and Romanesque were often early favored because of the vertical emphasis found in the original ecclesiastical sources. By the turn of the century, Classic Revival forms were popular. By the early 1950s the use of any ornament was shunned and the use of glass as a cladding material had gained popularity with the International Style. Two early examples are 926 J Street, California Life Insurance Building (1925), and the Elks Building at 921 11th Street (1926).



Elks building at 921 11th St.

16. **Craftsman (1905-1925):** Easily confused with Shingle Style and most often found in bungalows and in combination with the Colonial Revival, its concern is less with form and texture than the Shingle Style and more with the handmade character of the construction and the materials themselves as they represent a natural as opposed to an aesthetic image. It is characterized by battered river cobble or clinker brick chimneys and foundations, shingled siding, and exposed rafters and knee brace brackets under the eaves. The most common purely Craftsman house from in Sacramento is essentially a Cube Type house with a hip roof, overhanging eaves, and a gabled tunnel entrance that runs down one side of the first floor to the main entrance at the rear. The William Geary House (1905-10) at 2101 G Street in the Boulevard Park neighborhood is one of city's finest Craftsman homes.

Geary House at 2101 G St.

17. **Bungalow Style (1905-1925)**: A small, informal house that developed in California and spread across the country, contributing to major changes in patterns of house building and in the planning of the houses themselves after the turn of the century. One or sometimes two-story houses with low pitched roofs, typically designed with a broad gabled porch in front of a similarly gabled house. Essentially a style of form whose details are derived from other styles such as Craftsman or Prairie. This was the first house type in Sacramento to respond to the end of the river floods and give up the raised basement. An example is found in East Sacramento at 4465 G Street (1919).

Bungalow at 4465 G Street

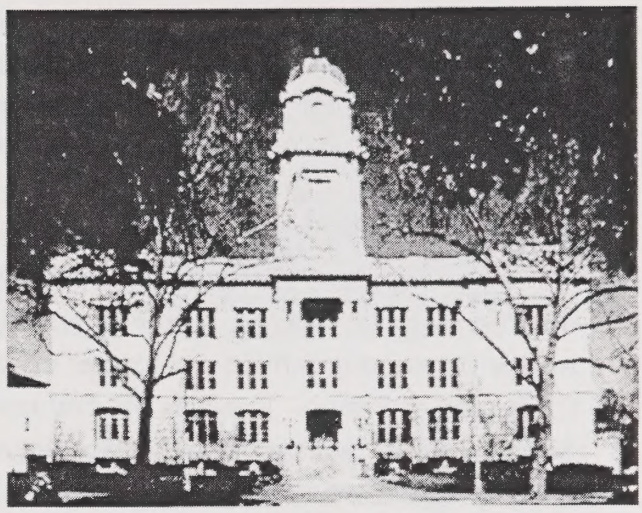
18. **Prairie Style (1905-1920):** Derived from Midwestern architecture, notably that of Frank Lloyd Wright. In Sacramento it is usually found in combination with other types or styles, particularly the Colonial Revival, and its influence is more in feeling that in literal detail. Characteristics of the Prairie Style that appear in Sacramento are flat or very low pitched, hip roofs and overhanging eaves, horizontal compositions with horizontal banding of casement windows, and extension of horizontal lines such as window sills around buildings as courses. Characteristic window mullions form geometric designs with smaller panes at the top. The former PG&E headquarters building (1912) at 1100 K Street has elements of Prairie School styling.

Former PG&E headqrtrs at 1100 K St.

19. **Mission Revival (1905-1925):** An aspect of the widespread American interest in historical roots around the turn of the century. In California the Mission Revival Style was inspired by a romantic rediscovery of the state's Hispanic era. It is normally characterized by arches, hipped red tile roofs, shaped curvilinear parapets or gable ends, and stucco walls. In Sacramento's Central City, it is usually found in wood rather than stucco and in an abbreviated style on wooden apartment houses without tile roofs. Ogee arches, machicolated brackets under second story square bays, and quatrefoil windows are typical details. The former Western Pacific Railroad Depot (1909) (now the Old Spaghetti Factory restaurant) at 1910 J Street is among the finest examples of Mission Revival style architecture.

Former Western Pacific Depot at 1910 J St.

20. **Beaux Arts (1910-1920):** A classically-derived style brought to this country by American students from the Ecole des Beaux Arts in Paris, found in commercial, civic, or institutional buildings. Correctly used classical details inspired by Renaissance buildings, readily distinguished from other classical revivals by the use of paired columns and freestanding ornaments and sculpture that enlivens the skyline. Symmetrical planning and design with clearly articulated parts. City Hall (1911) at 915 I Street is an example of a Beaux Arts Style building.



Sacramento's City Hall at 915 I St.

21. **Spanish Colonial Revival (1915-1930):** The popularity of this style begins with the Panama-California exposition held in San Diego in 1915. Like the Mission Revival Style, it is also characterized by smooth stucco walls and red tile roofs but is differentiated from the Mission Style by the use of elaborate molded ornament around doors and windows, polychrome tile at entries, and wrought iron grilles and balconies. The ornament is derived from Mexican sources which had interpreted the original Spanish sources. It was popular for commercial buildings, institutions, apartments and houses. The City also has variants of the style based mainly on the sources for ornament. The Sutter Club (1930) at 1220 9th Street is an example of Spanish Colonial Revival style.

Sutter Club at 1220 - 9th Street

22. **Art Deco (1925-1950):** Named for an international exposition held in Paris in 1925, the style achieved widespread popularity throughout the country due to its influence on movie set designs. It was used for all kinds of buildings including commercial, industrial, governmental, institutional, schools, theaters, apartment and residences.

    The early phase is most noted for the use of rich materials and profuse ornaments of zig zags, rays, and chevrons. Ornamental designs were derived from a variety of sources including Egyptian, Mayan, and Oriental art and architectures. All elements were stylized with a heavy influence from Cubism and German Expressionism, art movements of the early twentieth

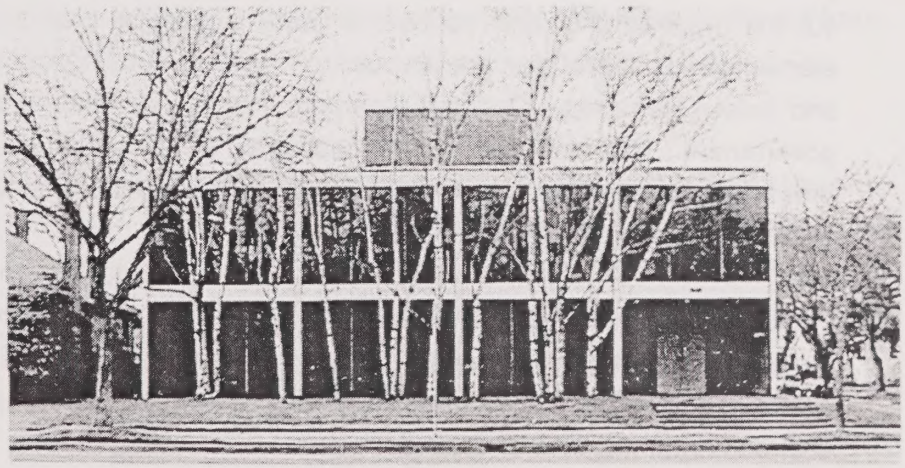
century. The next phase, often called Streamlined Moderne, begins in the mid-1930s, when the ornament becomes more subdued, often limited to a series of parallel horizontal lines (speed lines), and simple roundels or octagon shapes with black glass or glass block inserts. Rounded and curved elements are used, often with a nautical flavor such as porthole windows. Most buildings were monochromatic schemes of white, cream, beige or grey with color accents appearing in the marble or terra cotta entry tiles.

Sacramento has many Art Deco examples. The Tower Theater (1940) at 2508 Land Park Drive (at Broadway) is an example of Art Deco - Streamline Moderne style.

Tower Theater on Broadway

23. **International Style (1945-1970):** Named by the architectural historian, Henry Russell Hitchcock, and architect, Philip Johnson, and highlighted in an exhibition in the thirties at the Museum of Modern Art in New York, it was a style with definite European philosophical roots wedded to American technology. Based on the philosophies of European designers such as Le Corbusier, Marcel Breuer, and Ludwig Mies Van Der Rohe, the style is characterized by an absence of any ornament and the use of rich materials, refined details and proportions. It was intended to provide cities with efficient buildings of timeless beauty as examples of modern technology.

Many of these buildings are now reaching the age of historic significance but are underappreciated because of their simplicity and recent unpopularity. An example of International Style is the Dreyfuss-Blackford offices located at 3540 Folsom Blvd. (1967).



Dreyfuss-Blackford Offices at 3540 Folsom Blvd.

LEGAL CONTEXT FOR HISTORIC PRESERVATION

Various local, state, and federal laws govern and guide preservation authority that affects the City of Sacramento. These are summarized below.

A. Local Preservation Laws and Authority

The authority for most municipal functions comes from the state. The state has established enabling legislation for planning in the *Government Code*, the *Public Resources Code*, and the *Health and Safety Code*, among others. State enabling legislation provides for local jurisdictions to enact appropriate historic preservation legislation. *California Government Code* Sections 65850, 25373, and 37361 enable city and county legislative bodies to provide for the protection, enhancement, perpetuation, or use of places, sites, buildings, structures, works of art, and other objects having a special character or aesthetic interest or value.

Sacramento, as a charter city, with a charter mandated and amended by the local electorate, has more local discretion in establishing its own land use processes than many other "general law" cities established without a charter. The police powers granted in the Sacramento city charter provide further legal basis for the City's historic preservation policies and planning programs. Specifics of this authority are further codified in the City municipal code. The City Code, which includes the Preservation Ordinance, establishes specific legal procedures for implementing the City's preservation program.

B. State Laws and Programs

California General Plan law (*Government Code* Section 65300 *et seq.*) requires that all local governments prepare a general plan for the future development of the city. This law also sets out the requirements and options for what a general plan should include. The required elements of a general plan are land use, circulation, housing, conservation, open space, noise, and safety elements. Optional elements may be developed at the discretion of the local government. The most common optional elements include economic development, historic preservation, recreation, and community design. An optional element carries the same force of law as the seven required elements.

The California Environmental Quality Act (CEQA) requires state and local agencies to evaluate the environmental implications of proposed discretionary actions and aims to prevent negative environmental effects by requiring agencies, when feasible, to avoid or reduce the significant environmental impacts of their decisions. CEQA asserts that "a project that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment" (*Public Resources Code* Section 21084.1). Thus,

CEQA requires the City to evaluate and to avoid or reduce the significant impacts of its actions on significant historical and archaeological resources whenever feasible.

In compliance with CEQA, the City performs an environmental review of all nonexempt projects that require a discretionary action by the City. The City coordinates its CEQA responsibilities with the project review process. Any project that may affect the character-defining features of a historic or cultural resource should be reviewed to determine the effects on the significance of the resource. If the property has not been previously evaluated but is 50 years old or older, it should be evaluated to determine its potential eligibility and related review requirements. The environmental review and certification process is distinct from, although directly related to, the actual discretionary action decisions. This procedure is consistent with the CEQA process.

Restoration of historic buildings to meet modern building codes (i.e., California Building Code, Uniform Fire Code, and Uniform Plumbing Code), is often difficult. Meeting these requirements would often be very costly or would require alterations that would deter from the historic integrity of the building. The State Historical Building Code is Part 8 of Title 24 *(State Building Standards Code)* and applies to all qualified historic structures, districts and sites, designated under federal, state and local authority. It provides alternative building regulations for the rehabilitation, preservation, restoration or relocation of structures designated as qualified historic buildings.

The California Mills Act (*California Government Code* Section 50280 *et seq.*) is a state program that permits local governments to provide for a reduction in property taxes on a historic property when certain conditions are met. Owners of designated historic properties must enter into a preservation contract directly with the local government. Under this legal contract, the owners agree to restore the property if necessary, maintain its historic character, and use it in a manner compatible with its historic character. A reduction in property tax is given for 10 years, and the contract renews automatically every year unless either party notifies the other to the contrary.

C. Federal Laws

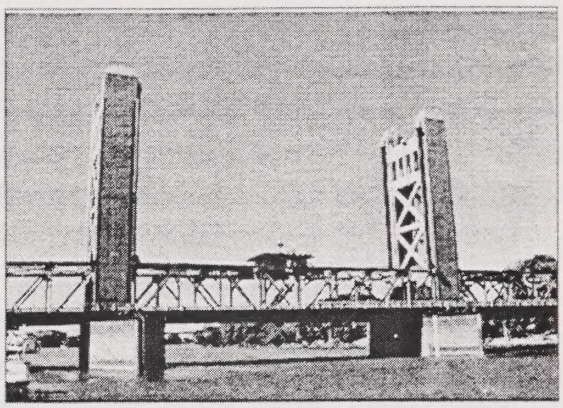
Federal laws that play a role in Sacramento's preservation program include the National Historic Preservation Act (NHPA), the National Environmental Protection Act (NEPA), the Americans with Disabilities Act (ADA), and the Transportation Equity Act (TEA). Programs also playing a role include the federal historic rehabilitation tax credits, the TEA enhancements program, and various federal mechanisms for establishing conservation easements.

DEFINING HISTORIC AND CULTURAL RESOURCES

There are several ways that a property can be identified as a historic resource. There are national, state, and local registers of historic resources, each of which may have different criteria for determining eligibility.

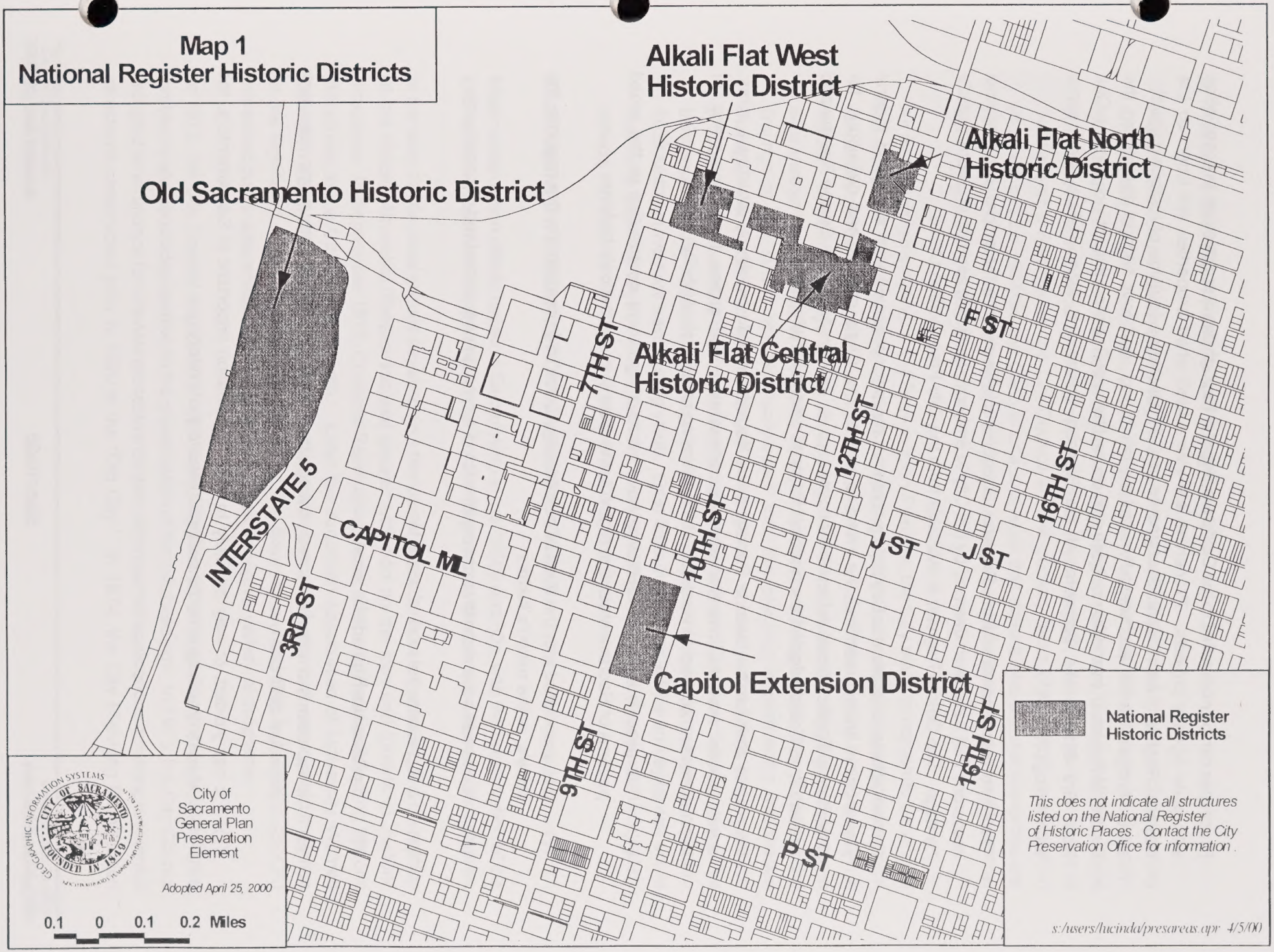
A. Official Register

A property can be listed in or determined to be eligible for listing in the National Register of Historic Places (National Register). The National Register is a list of properties throughout the United States that are associated with significant national, state, or local events, people, design movements, or topics in historic and prehistoric research. It is maintained by the National Park Service, and a property is nominated through the State Office of Historic Preservation (OHP) to the National Register after careful research and documentation verify the property's significance and integrity. A property can be nominated through private submission or as a result of a federal or state agency's actions. A property also can be determined eligible for listing in the National Register by the State Historic Preservation Officer. As of 1999, Sacramento had 42 individual structures, two bridges, one site, and five historic districts listed on the National Register. The five National Register Historic Districts, including Old Sacramento and three areas with in Alkali Flat, are shown in Map 1. Among the individual structures listed are the State Capitol building, Memorial Auditorium, Sutter's Fort, Tower Bridge, and Witter Ranch.



The Tower Bridge is listed on the National Register of Historic Places

California also maintains a register of properties that embody significant aspects of California's history. The California Register of Historical Resources (California Register) lists properties that are significant for their association with events, people, design trends, or research topics that are important in the history of the United States, California, or California's communities. This list is maintained by the State Office of Historic Preservation (OHP), a division of the State Department of Parks and Recreation.


Map 1
National Register Historic Districts
Alkali Flat West Historic District
Alkali Flat North Historic District
Old Sacramento Historic District
Alkali Flat Central Historic District
Capitol Extension District
INTERSTATE 5
CAPITOL MALL
3RD ST
7TH ST
9TH ST
10TH ST
12TH ST
16TH ST
F ST
J ST
P ST
National Register Historic Districts
This does not indicate all structures listed on the National Register of Historic Places. Contact the City Preservation Office for information.
City of Sacramento General Plan Preservation Element
Adopted April 25, 2000
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Properties can be nominated to the California Register through direct submission, in association with state agency projects. Properties are also added when properties are listed on the National Register. As of 1999, Sacramento had 97 structures (outside of historic districts), seven bridges, parks, and sites, five historic landmarks, and four historic districts on the California Register. In addition to those also on the National Register, this list includes the Oak Park Fire Station, the Cathedral of the Blessed Sacrament, Capitol Park, and some archaeological sites.

The City of Sacramento's Official Register (Sacramento's Register) is the official list of physical resources that have been deemed by the City to embody significant aspects of Sacramento's heritage. The Official Register is available from the City Preservation Office.

Recent efforts to make the City's preservation program consistent with state and federal preservation efforts identified the need to update the City's criteria and definitions for designating significant cultural and historic resources. In April 1997, the Design Review and Preservation Board adopted the National Register criteria for eligibility.

Resources that can be listed in Sacramento's Register include buildings, structures, sites, areas, places, features, characteristics, appurtenances, landscapes, landscape plans, or improvements that meet at least one of the following criteria for eligibility:

(1) It is associated with events that have made a significant contribution to the broad patterns of Sacramento's, the region's, the state's, or the nation's history.

(2) It is associated with the lives of persons significant in Sacramento's, the region's, the state's, or the nation's history

(3) It embodies the distinctive characteristics of a type, period, or method of construction.

(4) It represents the work of a master.

(5) It possesses high artistic values.

(6) It represents a significant and distinguishable entity whose components may lack individual distinction.

(7) It has yielded, or may be likely to yield, information important in Sacramento's, the region's, the state's, or the nation's prehistory or history.

B. Resource Survey, Evaluation, and Designation

Historic and cultural resources surveys are a planning tool that provides the basis for evaluating and identifying the significant physical resources that embody the heritage of the city. Resources are designated or listed in Sacramento's Register after careful study of their cultural and historic significance and an assessment of their integrity. Resources then listed in Sacramento's Register by the City Council are the primary focus of the City's preservation program and benefit from the City's efforts to ensure that historic and cultural resources are protected. Listed resources are also subject to other regulations that ensure that the overall planning goals of the City are achieved.

As part of implementation of this Preservation Element, the City plans to complete surveys of the entire city. This process will include developing historic context statements against which resources can be evaluated. The City will prioritize the areas to be surveyed based on several factors, including the age of the community, the association with significant themes in Sacramento history, and the availability of resources for conducting the surveys. The data and findings of the survey will be incorporated into the planning department's information management systems to ensure that all divisions have access to the listing status of each property. The baseline age of surveyed resources will be 50 years old or older. The benchmark for the comprehensive survey will be resources constructed or created in or before 1959 so the survey will have lasting value. Over time, new areas will be surveyed and areas that have been surveyed in the past will be revisited to ensure that the register accurately reflects the state of the City's historic and cultural resources.

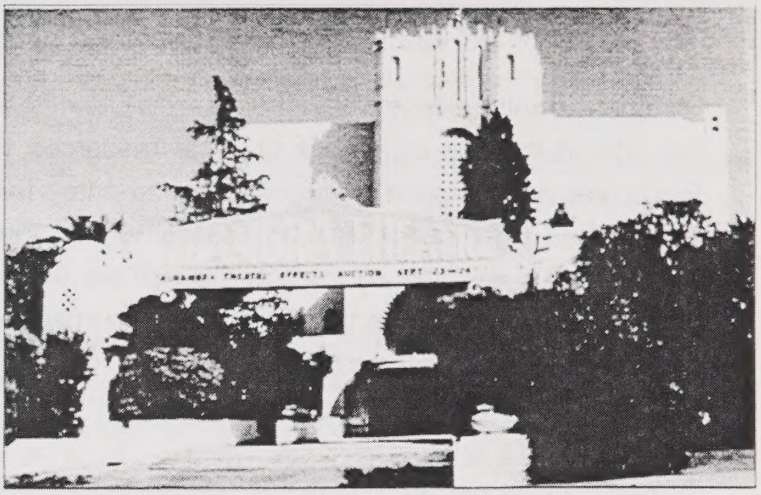
SACRAMENTO'S PRESERVATION PLANNING PROGRAM

Major preservation efforts began in Sacramento in the 1950s and 60s, with the preservation of the Old Sacramento area and the establishment of the City-County Museum and History Commission.

In the early 1970s, local groups began to note the loss of important local structures. The demolition of the historic Alhambra Theater focused greater attention on the loss and threats to historic structures. In September 1972, Charlene Rasmussen wrote a report, "Factors Affecting Historic Structures in the City of Sacramento." Later the American Association of University Women published a book, "Vanishing Victorians," and sponsored a home tour which emphasized the value of the significant structures in the Central City. The Sacramento Old City Association (SOCA) increased public awareness of preservation activities through a variety of programs.

In 1972, the City Council appointed a Historically Significant Buildings Committee to investigate problems and conditions relative to the preservation of historic buildings. In 1973, the City Council adopted an ordinance for a review procedure for demolition permit applications involving residential structures constructed prior to 1920 in the "Old City." In 1974, the City Planning Commission

recommended appointment of a citizen's advisory committee to address a comprehensive preservation program. The City Council concurred and appointed the Historical Structures Advisory Committee (HSAC). The HSAC was charged with developing a comprehensive preservation program for the "Old City." Sacramento's preservation program was formally established in January 1975 with the creation of a Preservation Board and adoption of a Preservation Ordinance. The Board prepared an Official Register which identified significant pre-1920 residential buildings and Preservation Areas. In the late 1970s, the City merged the Preservation Board and Architectural Review Board into the Design Review and Preservation Board in an effort to promote greater efficiency in government.



Demolition of the Alhambra Theatre in the 1970s spawned Sacramento's modern preservation movement

Within the City, almost all departments, agencies, commissions, and boards participate in projects that involve preservation issues. Many of these entities are not charged primarily with carrying out historic preservation activities, but their activities (e.g., code enforcement, capital improvement projects, management of city properties) affect the successful implementation of an integrated preservation program.

A. Preservation Office of the Planning Division

Through the year 2000, the City's historic preservation program focused primarily on architectural survey, listing, and regulatory protection of buildings in the Central City area. The organizational and staffing structure of the program saw little change for most of its first 20 years. Guided by the concept paper developed by the Neighborhood Associations Advisory Group and City staff members in 1996 and the recommendations put forth by the Select Committee on Historic Preservation in 1997, the City has been updating, strengthening, and expanding the preservation program.

In 1996, the City reestablished a Preservation Office distinct from the Design Review function in the Planning Division. This process included establishing a full-time Preservation Director position and a full-time preservation planning staff. The Preservation Director's responsibilities are to:

- Oversee the operation of the City's historic preservation office;

- Advise the City Council, Planning Commission, Design Review and Preservation Board, and City Manager on historic preservation issues;
- Conduct citywide surveys and updates of surveys;
- Maintain an inventory of eligible resources;
- Consult with City departments regarding preservation activities in conjunction with development projects;
- Make recommendations regarding landmark projects; and
- Implement the City's historic preservation program.

Since 1996, City officials and the Sacramento preservation community have worked to bring together the tools and policies needed to strengthen the City's preservation program. These achievements include:

- Obtaining certification as a Certified Local Government (CLG);
- Adopting eligibility criteria consistent with the National Register criteria;
- Convening a Select Committee on Historic Preservation;
- Completing the first survey update for proposed changes to Sacramento's Register since 1985;
- Drafting a complete revision of the Preservation Ordinance;
- Securing grant funds to assist in the preparation of the Preservation Element of the City's General Plan;
- Securing funds to hire a consultant to assess and make recommendations on a set of preservation incentives programs;
- Securing grant funds to develop a plan to complete surveys of the entire city; and
- Maintaining all functions of the Preservation Office, including project and environmental review and designation of historic resources.

Other strengths of the preservation program include improved working relations with Sacramento Heritage, Inc., the State Office of Historic Preservation (OHP), Sacramento Housing and Redevelopment Agency (SHRA), and other departments of the City, and increased awareness of the importance of historic preservation by City personnel.

The City's preservation program is the responsibility of the planning staff members who work with the public, with other City departments and staffs, and with the City's review and decision-making bodies, including the Design Review and Preservation Board, the Planning Commission, and the City Council. The activities and decisions of each of these groups shape and enforce the City's preservation goals and policies.

B. Design Review and Preservation Board

The Design Review and Preservation Board is a nine-member board appointed by the Mayor subject to approval of the City Council, with requirements for representation from a variety of specific professional expertises. In terms of their preservation responsibilities, the Board's duties include adopting criteria for identifying structures and preservation areas, directing inventories of historic resources, reviewing and recommending to the City Council the adoption of buildings, structures, and preservation areas outside the Central City, and reviewing and approving proposed changes to historic resources. The Board's responsibilities also include increasing public awareness of the value of historic, architectural and cultural preservation by participating in public information programs and by recommending updating of the preservation program, and making recommendations to the City Council regarding preservation issues. The Board also operates as the City's Certified Local Government Board.

C. Sacramento Heritage, Inc.

Sacramento Heritage is a California nonprofit corporation established to promote the preservation and rehabilitation of significant historic buildings in Sacramento. Sacramento Heritage's charge is also to promote the appreciation of Sacramento's historic architecture and aesthetic character. Sacramento Heritage, founded in 1975, consists of a nine-member board appointed by the City Council. Appointments are made to achieve representation from the following categories: finance, housing, history, preservation, construction/development, and architecture. Representatives are also appointed from the following boards and commissions: Sacramento Housing and Redevelopment Commission, City Design Review and Preservation Board, City Planning Commission, and City Housing Code Appeals and Advisory Appeals Board.

D. Certified Local Government

The City's preservation program also participates in the state and federal preservation process through its status as a Certified Local Government (CLG). The CLG program, established by the National Historic Preservation Act (NHPA), is designed to encourage the direct participation of a local government in the identification, registration, and preservation of historic properties. Sacramento qualified as a CLG in 1996, demonstrating that the City's preservation program meets or is working to meet federal and state standards for certification. Participation in the CLG program provides the following benefits:

- The City has a partnership with the California Office of Historic Preservation (OHP) and the National Park Service, which administer state and federal preservation programs;
- The City gains access to technical training and assistance through the program;
- The City has a consultation role in the nomination of historic properties to the National Register of Historic Places;
- The City has a consultation role in the review process for development projects in compliance with federal and state environmental regulations, including consultation on the effects of federal undertakings that occur in the City pursuant to NEPA, CEQA, and Section 106 of NHPA; and
- The City qualifies to apply for federal grants from the Historic Preservation Fund administered by the OHP.

Although the City does not have authority as a federal agency, it does have a role as an interested party during the compliance review process on federal projects. For example, Section 106 of the National Historic Preservation Act requires federal agencies to take into account the effects of their actions on historic resources and to consult with the Advisory Council on Historic Preservation, the OHP, CLGs, and interested parties. Thus, the City has a voice during federally-funded projects or undertakings that occur in Sacramento even though the project may not involve discretionary actions by the City.

E. Preservation Policies and Guidelines in Other Planning Documents

While the Preservation Element will be the primary statement of the City's preservation goals, policies, and implementation programs, preservation goals and objectives are included in other plans and documents, and are implemented through additional ordinances.

City of Sacramento General Plan

The City of Sacramento General Plan (adopted 1988) includes some policies addressing historic and cultural resources, as described below:

- Residential Land Use Element, Policy 7 (Sec. 2-12), "Protect and preserve architectural, cultural and historic structures through the existing preservation program."

- Open Space and Conservation Element
  Goal A, Policy 2 (Sec. 6-13), "Continue to implement the Heritage Tree program."
  Goal D, Policy 2 (Sec. 6-15), "Work with all interested parties to protect ancient burial grounds threatened by development activity and preserve their artifacts, either on-site or a suitable relocation, to the extent feasible."

As of April 2000, the City is also in the process of updating its Housing Element. Goals and policies of the draft Housing Element call for the preservation of historic residential structures, and call for the adoption of Preservation Element to the General Plan and the updating of the Preservation Ordinance.

Central City Community Plan

The Central City Community Plan includes overall goals to "support programs for the preservation of historically and architecturally significant structures which are important to the unique character of the Central City" and to "preserve and enhance existing neighborhoods and encourage additional residential development in the Central City and rehabilitation of historic structures."

It also includes specific language in two of its special areas with the Central City Community Plan. The Southern Pacific Railyards section, lists the following goal and objectives:

- Goal d, Preserve the historic and cultural resources of the area

  The preservation of key historic resources within the Railyards area is particularly important to Sacramento because of their contribution to the evolution and character of the city and region. There are three principal areas to be preserved/rehabilitated or reconstructed: the Southern Pacific Depot along I Street; the core of the nineteenth century Central Shops complex immediately to the north; and the Victorian and early twentieth century residential structures with the West Alkali Historic District. The specific plan to be developed for the Railyards area will include appropriate provisions to preserve and protect the historic areas.

The R Street Corridor section of the Central City Community Plan also includes specific language regarding preservation:

- Goal 6, Promote the preservation of historic structures within the Corridor

  6.1 Encourage the economic viability of preserving historic structures by providing flexibility for the uses allowed in existing structures listed as essential or priority in the City's Official Register.

  6.2 Provide flexibility in allowed uses for new structures located on small parcels which are partially developed with structures listed as essential or priority in the City's Official Register which abut Major Streets.

Preservation Ordinance

The Preservation Ordinance, contained in Chapter 32 of the City Code, is the primary implementing mechanism for preservation. It establishes a Preservation Board and Director, establishes criteria for eligibility to the Official Register, and establishes scope of regulation, review, and procedures. As part of the recommendations of the Select Committee on Preservation, the City drafted a complete revision of the Preservation Ordinance. This is an implementation program to carry out the goals and policies of this Preservation Element.

Listed Structures Plan

The Listed Structures Plan, adopted in December 1976, identifies measures to protect and preserve structures on the Official Register. The Listed Structures Plan includes guidelines for rehabilitation, alteration, and relocation of listed structures.

Preservation Area Plan

The Preservation Area Plan, adopted in 1978, established design guidelines for residential and non-residential structures within preservation areas. The plan includes guidelines for rehabilitation of supportive and retrievable structures and non-supportive structures, new construction in a Preservation Areas, and relocation of structures into, out of, or within Preservation Areas. The plan includes goals for buildings and landscaping, as follows:

1. <u>Buildings</u>

   a. To encourage new construction, new design and rehabilitation that is integrated and compatible with the character of Preservation Areas.

b. To encourage on-site retention and protection of existing Supportive and Listed Structures.

c. To insure that non-residential developments are designed so as to be compatible with the surrounding Preservation Area.

d. To coordinate exterior building design on all elevations with regard to color, materials, architectural form, style and detailing to achieve design harmony and enhance the existing Preservation Area.

e. To encourage preservation of existing historic structures while enhancing their value and economic life.

2. Landscaping

a. To encourage historic landscaping practices and /or landscaping that harmonizes with the building design and that of the surrounding area.

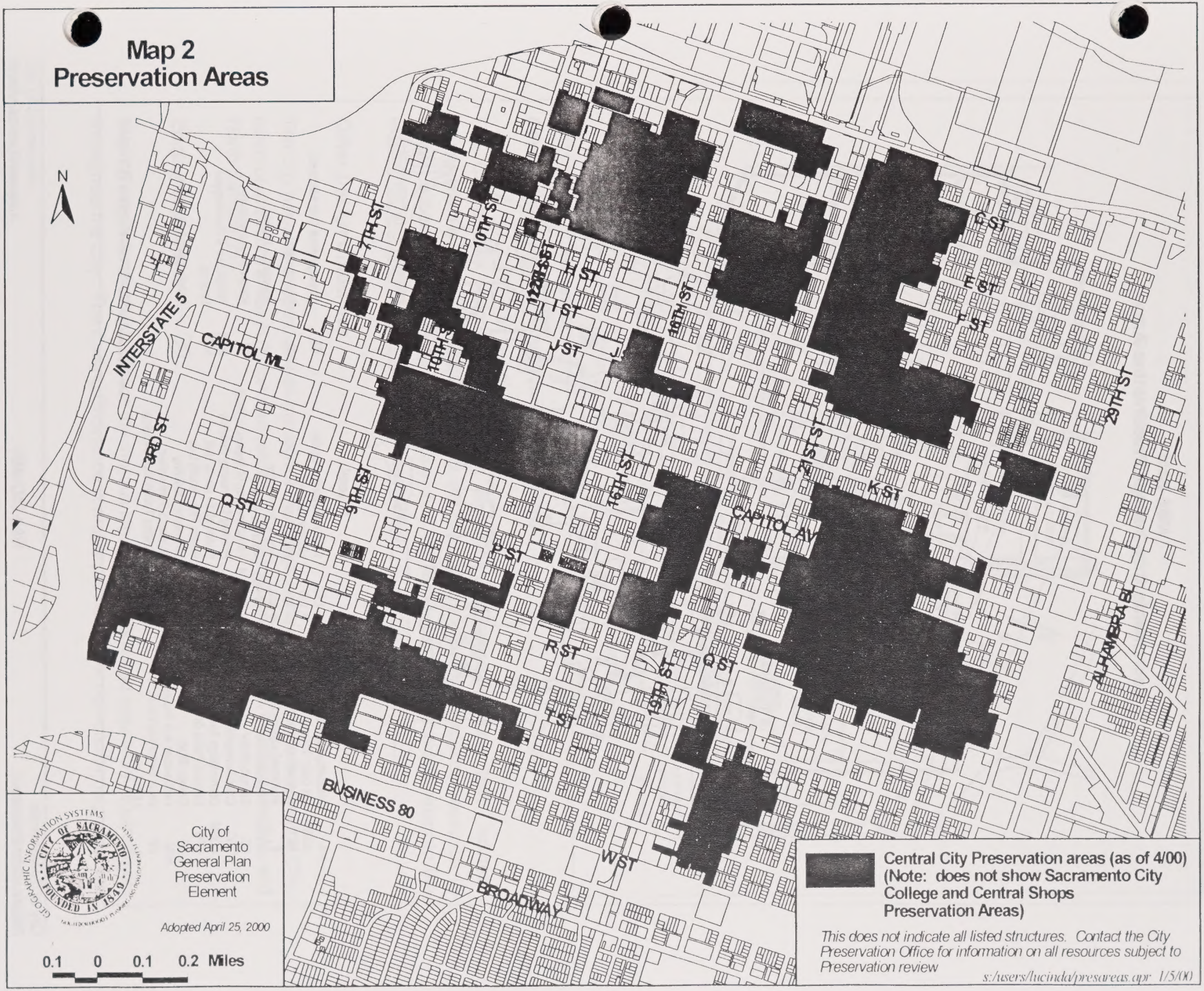
b. To encourage the retention and protection of existing trees in Preservation Areas in particular and in the Central City in general, and to encourage the planting of trees in parking areas, adjacent to structures, and on Central City streets.

c. To encourage landscape screening of parking lots, trash areas, and mechanical equipment.

d. To encourage innovative and compatible graphic design which properly identifies the project and complements the architecture of the project and the Preservation Area.

The City has established numerous preservation areas, primarily within the Central City, where new development is reviewed by City Preservation staff pursuant to the Preservation Area Plan. Map 2 shows the Central City preservation areas. The City also has adopted preservation areas for the Sacramento City College and Central Shops areas (see Maps 2A and 2B). For the most current preservation areas and listed structures, contact the City Preservation Office.

Map 2
Preservation Areas



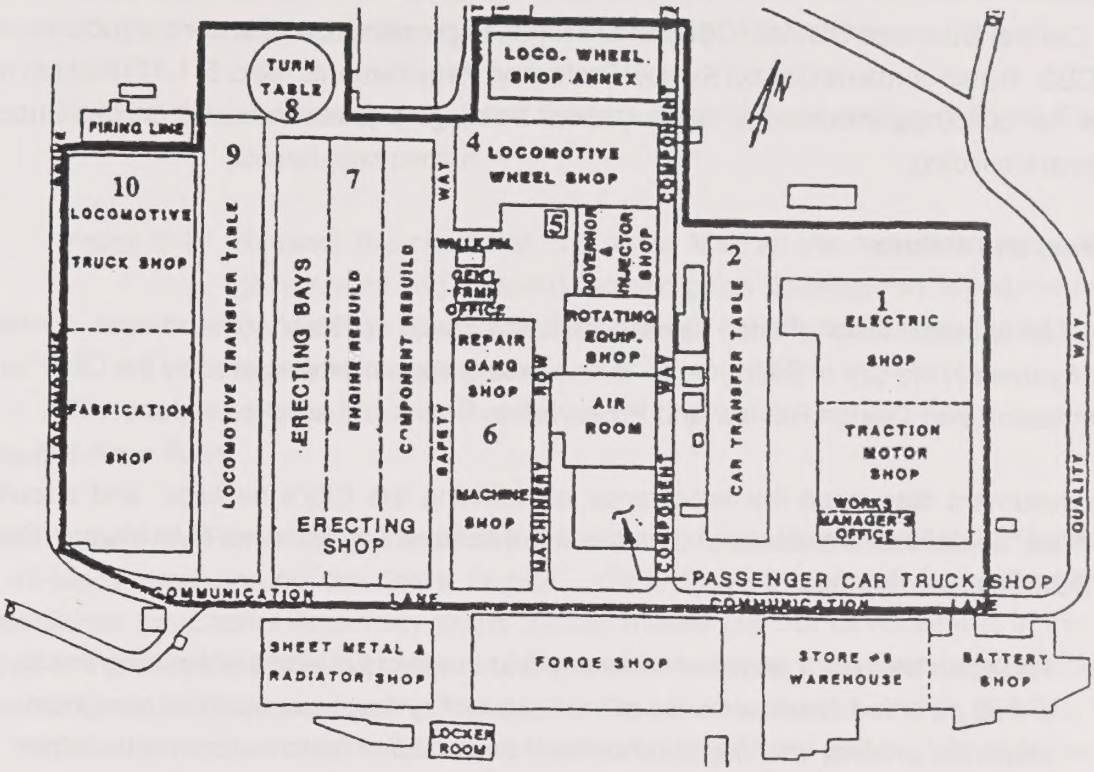
Map 2A
Sacramento City College Preservation Area

Legend

★A	Auditorium Building	★ LAC	Lusk Aeronautical Center	●	Parking Permit Coin Machines
ACTH	Art Court Theatre	★ LIB	Library Building	◆	Bike Lockers
AJ	Administration of Justice	M	Mohr Hall	▲	Emergency Phones
B	Business/Learning Center Bldg.	★ MG	Men's Gymnasium	■	Ramps for Handicapped
CAFE	Cafeteria Building	M-SH	Machine Shop	♿	Wheelchair & Handicapped Parking
CC	College Center	P 19-24	Portables (East of Applequist Field)	♿	Handicapped Parking Only
CDC	Child Development Center	P T	Printing Technology Building		
COSM	Cosmetology Building	RN	Rodda Hall - North Unit		
CPO	Campus Police Office	RS	Rodda Hall - South Unit		
CS	College Store	T	Technology Building		
★FA	Fischbacher Arts Building	WG	Women's Gymnasium		
HP	Hoos Swimming Pool	WT	Welding Technology Building		
L	Lillard Hall				

Preservation Area Boundary

Map 2B
Central Shops Preservation Area



Central City Neighborhood Design Guidelines

The Central City Neighborhood Design Guidelines, adopted in June 1999, address development within the Central City. Part II, the Neighborhood Design Guidelines, describe 15 distinct subdistricts within the Central City, and list architectural styles predominant in the subdistrict, and precedent structures for each area.

Other Design Guidelines

The City has also adopted design guidelines for design review areas outside the Central City, many of which are areas of historic resources. These include Oak Park, Del Paso Heights, and North Sacramento.

Zoning Ordinance

The Zoning Ordinance establishes the various land use districts and regulatory requirements throughout the City. The Zoning Ordinance contains provisions for non-conforming uses and

structures to allow for the continued use and reuse of historic buildings that do not meet current zoning standards. The Zoning Ordinance also includes some Special Planning Districts (SPDs) that address preservation issues.

The Central Business District (CBD) SPD promotes preservation of historic structures within the CBD. It also contains Capitol Review Protection Requirements (Sec. 5-1-17) that set height limits for buildings around the State Capitol building to preserve views of this important landmark building.

Visions and Values

The *Sacramento Visions and Values: a user's guide to neighborhood and community development in the city of Sacramento,* is an advisory document prepared by the City Planning Commission and Design Review and Preservation Board and adopted in June 1997.

The document discusses the importance of retaining the City's heritage, and specifically identifies "contextual architecture" as an element to achieving its vision of "A Human Scale to the Built Environment," as follows:

> *Too often we lack a sense of continuity and history. To increase our awareness of that past and create a sense of true community however, we must recognize, preserve, protect, and integrate cultural and positive historical elements in our neighborhoods. . . .*

In addressing the vision statement of "Preservation and Enhancement of Our Resources," the document states:

> *Retain Historic Buildings - Our major historic resources should continue to be an important focus of the city. Identifying and preserving architectural icons and important outdoor spaces is an important goal.*

Redevelopment Plans

The Sacramento Housing and Redevelopment Agency's adopted Merged Downtown Redevelopment Area includes the following objectives and policies directly concerning historic resources.

> Objective 8: Retain historical and aesthetic features of downtown Sacramento's environment to maintain its unique character and appearance.

Policy 8.1 Preserve the most historically and architecturally significant structures and places within the downtown

Policy 8.2 Shape the design of new development to complement historically or architecturally significant structures or open space

Policy 8.3 Maintain and enhance the historical role and design of Plaza Park as a formal civic center

Policy 8.4 Respect the character of Capitol Mall as the formal entrance to state government and to downtown and guide development along the mall and Capitol Park to enhance the aesthetic contribution of these open spaces to downtown's appearance.

Capitol Area Plan

The Capitol Area Plan (CAP) is the official master plan for state-owned land in the Capitol Area, a 42-block area around the State Capitol. *California Government Code* Section 8160 establishes the Capitol Area Plan as the "official master plan for development in the central city," and places the State Department of General Services as the agency responsible for its maintenance and implementation. The Capitol Area Development Authority (CADA), formed in 1978, is a joint powers authority between the State of California and the City of Sacramento. The CADA Joint Powers Agreement grants CADA power to "accomplish the purposes and objectives set forth in the Capitol Area Plan." CADA is primarily responsible for administration of the CAP's components related to housing and community development and the CAP also serves as the redevelopment plan for CADA.

The State's first coordinated planning activities for the area around the State Capitol began in 1960 with the preparation of a California State Capitol Plan. In order to consolidate state administrative operations close to the State Capitol Building, the plan advised that the state purchase lands south of L Street adjacent to the State Capitol Building, demolish the buildings already standing, and construct a high-rise office complex within a park-like setting. Subsequently, the state purchased approximately 90 percent of the designated property within the 42-block area. Many older residential buildings were removed and some state office buildings were constructed (i.e., Central Heating and Cooling Plant, Resources Building). Successive administrations moved toward a leasing office space from the private sector, and state office buildings were located throughout the Sacramento area. A revised plan adopted in 1977 promoted a strategy of developing and sustaining an urban mixed-use pattern in the Capitol Area. Integration of office space, housing, and parking within individual blocks was proposed, and CADA was formed was created to implement the housing and retail components of the plan.

The State adopted a revised CAP in 1997, in response to directives to accommodate consolidated state office space within the Capitol Area, based on the findings of a 1995 Urban Land Institute study. The stated intentions of the 1997 CAP are as follows:

- Maintaining and enhancing the prominence of the Capitol Area as the historical center of state government
- Expanding and promoting a mixture of uses in the Capitol Area;
- Establishing viable opportunity sites for office, housing, and commercial development;
- Providing for flexibility in future office, housing, and commercial development.

The CAP contains the following nine elements: land use, state offices, housing, transportation and parking, open space and public amenities, development of the community, energy conservation, state's relation to local government, and administration and implementation. In addition, Chapter 11, Urban Design Guidelines, addresses specific urban design issues. These guidelines are advisory in nature. The following guidelines relate to preservation issues:

Guideline 1: Maintain the State Capitol Building as the focus of the Capitol Area.

Guideline 2: Ensure that all development complies with the stipulations of the Capitol View Protection Act.

Guideline 5: Promote harmony between the old and the new.

The CAP further elaborates on Guideline 5 as follows:

> The Capitol Area includes several prominent historical buildings and other existing older structures. Where feasible and practical, these buildings should be preserved. New development should also be respectful of and harmonize with the old. The Capitol Area includes a wide diversity of architectural styles, ranging from the Beaux Arts State Capitol Building to buildings in Victorian and Spanish Revival, as well as contemporary styles. Harmony is less a matter of specific architectural style or prescriptive design treatment, but more of a responsiveness to broad and shared design intent, and respectful massing, scale and surface treatment where the old and the new come together. Where new development may impact historical buildings, appropriate consultation processes should also be followed. Streetscape elements, such as trees and lighting fixtures, can also help knit the area together while permitting a richness of architectural styles and design treatments.

SACRAMENTO'S PRESERVATION NETWORK

Sacramento's historic preservation community found its roots in the fight to save the Alhambra Theater in the early 1970s. This historic structure was lost in part because of a lack of policies or programs to support the incorporation of heritage into the vision for the future of Sacramento. Over the ensuing decades, numerous citizens groups and individuals have participated in the formation of the City's preservation movement. These groups have worked to assist, critique, and motivate the City officials making decisions about the future of Sacramento's historic resources. For the most part, the preservation advocacy groups have worked independently of each other.

Sacramento's preservation network consists of the types of organizations identified in Table 1, although there are additional groups and agencies that many not be identified in the table. Not all of these organizations are preservation advocates, and some may not even consider themselves a preservation group, yet each plays a role in maintaining the heritage and the historic resources of Sacramento.

As the City's preservation program expands to actively include the areas of the city outside the central city, a similar network of public, quasi-public, private, and nonprofit groups should be actively welcomed as part of the Sacramento preservation network.

TABLE 1. GROUPS REPRESENTATIVE OF SACRAMENTO'S PRESERVATION NETWORK

Type	Local	State	National
Public sector	Capital Area Development Authority City Council City Planning Commission City Design Review & Preservation Board Sacramento Archives and Museum Collection Center Sacramento Commission on History and Science (city/co.) Sacramento Housing and Redevelopment Commission, Agency, and PACs (city and county)	California Department of Parks and Recreation, Gold Rush District State Archaeological Information Center State Historical Resources Commission State Historical Building Safety Board State Office of Historic Preservation	Advisory Council on Historic Preservation National Park Service
Quasi-public	Neighborhood Service Area Leadership Groups Sacramento Heritage, Inc. Fainted Ladies Task Force		National Conference of State Historic Preservation Officers
Private Nonprofit	Art Deco Society Arts and Cultural Alliance Capital City Preservation Trust Environmental Council of Sacramento Midtown Business Association Natomas Historical Society Neighborhood and Civic Associations* Portuguese Historical and Cultural Society Rancho del Paso Historical Society Sacramento Bungalow Heritage Association Sacramento County Association of Neighborhoods Sacramento Consortium of Local Historical Societies Sacramento Downtown Partnership Sacramento Old City Association Select Committee on Historic Preservation	Art Deco Society California Committee for the Promotion of History California Preservation Foundation California Main Street Program California Historical Society California Heritage Council California League of Cities	National Alliance of Preservation Commissions National Trust for Historic Preservation Preservation Action
Professional	American Institute of Architects, Central Valley Chapter American Planning Assn, Sacramento Valley Chapter ASCE - History & Heritage Committee American Society of Landscape Architects, Local Chapter Archaeological Conservancy, Western Region Sacramento Association of Realtors Society of Architectural Historians, No. Ca. Chapter	American Institute of Architects American Planning Association Archaeological Conservancy Assn. for Preservation Technology ASCE - History & Heritage Committee Society of Architectural Historians Society for Commercial Archaeology Society for Industrial Archaeology	American Institute of Architects American Planning Association Am. Society of Landscape Architects Archaeological Conservancy Assn. for Preservation Technology ASCE - History & Heritage Committee Society of Architectural Historians Society for Commercial Archaeology Society for Industrial Archaeology

* The City maintains current lists of neighborhood/civic/business associations within its jurisdiction

PART TWO:
GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

Part Two of this Preservation Element contains explicit statements of goals, policies, and implementation programs that constitute the formal policy of the City of Sacramento for preservation. Preservation can be a tool for achieving other City goals, such as creating and preserving viable, livable neighborhoods, promoting balanced growth, preserving Sacramento's unique identity, and promoting tourism.

Preservation can help to keep Sacramento's neighborhoods and commercial centers healthy, vibrant, and successful. Preservation programs can encourage rehabilitation of housing, and thus help maintain healthy neighborhoods. Preservation efforts can revitalize small businesses and downtown, by creating unique commercial areas. Preservation programs can also bolster tourism and the cultural arts, and promote a feeling of pride in the unique character of the community. These are the types of effects that the City is striving for through the preservation goals and policies set forth in this Element. The overarching goal of this Preservation Element is as follows:

To preserve and celebrate Sacramento's heritage and recognize its importance to the City's unique character, identity, economy, and quality of life.

The goals and policies in this section establish the framework for the preservation of Sacramento's historic and cultural resources, and are divided topically into six major categories:

- Comprehensive, Citywide Preservation Program
- Resource Preservation
- Inventory and Information
- Archaeological Resources
- Outreach and Awareness
- Incentives

Each section contains a goal statement, and for each goal there are several policies that amplify the goal statement. The following definitions describe the nature of statements of goals and policies:

Goal: The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Policy: A specific statement that guides decision making. It indicates a commitment of the legislative body to a particular course of action. In General Plan policies, there is a distinction between the words "shall" and "should." "*Shall*" indicates an unequivocal

directive. "*Should*" signifies a less rigid directive, to be honored in the absence of compelling or contravening considerations.

Implementation Program: An action, procedure, program, or technique that carries out general Plan policy.

COMPREHENSIVE, CITYWIDE PRESERVATION PROGRAM

Goal A:
To Maintain a Comprehensive, Citywide Preservation Program

Prior to the year 2000, preservation efforts in Sacramento largely focused on the Central City area. Generally the "Old City" (original Sutter land grant) was the focus of City preservation staff, the Design Review and Preservation Board, and individuals and preservation groups. The policies in this section call for the continuation of actions taken by the City in support of preservation, including maintenance of a Preservation Office and continuing its status as a Certified Local Government. These policies also seek to develop a more systematic and comprehensive preservation program that covers all areas of the city. These policies also promote implementation among the many City departments and other public and private agencies and organizations that address issues related to preservation.

Policies

A.1 The City shall promote the recognition, preservation, and enhancement of historic and cultural resources throughout the city.

A.2 The City shall promote the preservation, restoration, enhancement, and recognition of historic and cultural resources. Historic and cultural resources include not only sites and structures, but also features such as infrastructure (e.g., bridges, canals, roads, and trails), signs, landscaping and trees, open space areas, lighting, and hardscape (e.g., sidewalks, paving) that are important to the overall context.

A.3 The City shall maintain a Preservation Office, Preservation Board, and program with adequate staff to administer the City's governmental preservation functions and programs. The Preservation Office shall be responsible for carrying out an Implementation Plan and reporting annually on its status to the City Council.

A.4 The City shall maintain its status as a Certified Local Government (CLG) and make full use of its authority to designate local districts, structures, and sites, and apply for State historic preservation fund grants.

A.5 The City shall demonstrate leadership through preserving and rehabilitating publicly-owned historic and cultural resources.

A.6 The City shall encourage preservation of historic and cultural resources to promote sustainability of its neighborhoods.

A.7 The City shall consider historic and cultural resources in its long-term comprehensive planning efforts. To this end, the City shall incorporate specific preservation goals, policies, and programs into Community Plan updates and neighborhood planning efforts, as appropriate.

A.8 The City shall implement its preservation goals, policies, and standards throughout its various departments and functions. To this end, the City shall review and monitor code enforcement procedures and activities to be certain they reinforce preservation goals.

A.9 The City shall coordinate with the Sacramento Housing and Redevelopment Agency (SHRA) in preservation and historic programs.

A.10 The City should support public, quasi-public, and private entities in their preservation efforts.

A.11 The City shall explore public/private partnerships in its preservation program efforts, including partnerships with business and education interests, and expansion of shared missions with Sacramento Heritage, Inc.

Implementation Programs

1.A The City shall revise its Preservation Ordinance (Chapter 32 of the City Code).

2.A The City shall review proposed preservation projects and projects within Preservation Areas. Staff will review and evaluate proposals. Based on adopted criteria, either staff or the Design Review and Preservation Board will review and make decisions on such projects.

3.A The City shall prepare an Implementation Plan for carrying out the Preservation Element. City staff will review its progress annually in carrying out this Implementation Plan, revise the Plan as appropriate, and report to the City Planning Commission and City Council.

4.A The City shall prepare an annual report on preservation activities pursuant to Certified Local Government requirements and shall transmit the annual report to the City Council for their review.

5.A The City shall coordinate with SHRA, other City departments, and the State Office of Historic Preservation to ensure that Section 106 of the National Historic Preservation Act review and compliance activities are carried out appropriately.

6.A The City shall explore ways to include staff from other divisions and departments within the preservation team to coordinate efforts of various agencies and focus resources and priorities.

7.A The City shall establish ad hoc task forces to address problematic issues or to find solutions to preserve or save important deteriorating historic properties.

8.A The City shall implement training/cross-training of City staff in historic preservation standards and procedures.

9.A The City shall provide for continued training of its staff and Board members in various aspects of cultural and historical resource protection.

10.A The City shall review its code enforcement and housing and dangerous building programs and procedures for consistency with the Preservation Element and Ordinance.

11.A The City shall provide training to the Building Division to encourage allowable uses of the State Historical Building Code.

RESOURCE PRESERVATION

Goal B

To Protect and Preserve Important Historic and Cultural Resources That Serve as Significant, Visible Reminders of the City's Social and Architectural History

Historic and cultural resources, once lost, can never be recovered. The City seeks to preserve both the resources themselves and the overall context in which they are located. The City has established preservation areas where concentrations of historic buildings are located. Also important are the streetscape, landscaping, sidewalks, streetlights, statues and monuments, public spaces, and other aspects of the historic setting. The City also seeks to prevent the deterioration of resources before they reach the point where restoration becomes too difficult or the resources

are a safety hazard and demolition is imminent. In the event of natural disaster, the City also seeks to avoid loss of important historic and cultural resources.

Policies

B.1 The City shall update and enforce the Preservation Ordinance to conform to state and federal guidelines and to meet the objectives of the Preservation Element.

B.2 The City shall review new development, alterations, and rehabilitation/ remodels in design review areas, preservation areas, and other areas of historic resources for compatibility with the surrounding historic context.

B.3 The City shall establish and maintain preservation areas to provide for the preservation and restoration of those areas that are of historic, cultural, or architectural significance.

B.4 The City shall work with its partners on the local, state, and federal levels to ensure that historic preservation rules and regulations are implemented.

B.5 The City shall develop and enforce sanctions for non-compliance with City regulations regarding historic and cultural resources.

B.6 The City shall promote the conservation of historic neighborhoods to encourage preservation of structures and other features. In these areas, the City shall encourage the maintenance or reconversion of parkway strips to landscaping, maintenance and replication of historic sidewalk patterns, use of historic street lamps and street signs, and maintenance or restoration of historic park features.

B.7 The City shall provide early intervention, through code enforcement and other efforts, for maintenance and safety of historic properties and resources. The City shall encourage maintenance and upkeep of historic properties and resources to avoid the need for major and costly rehabilitation and to reduce risks of demolition or loss through fire.

B.8 The City shall regard demolition of historic resources as a last resort, to be permitted only after the City determines that the resource retains no reasonable economic use, that demolition is necessary to protect health, safety, and welfare, or that demolition is necessary to proceed with a new project where the benefits of the new project outweigh the loss of the historic resource.

B.9 The City shall protect heritage trees as important historic resources.

B.10 The City shall seek to minimize or avoid adverse impacts to historic and cultural resources from natural disasters. To this end, the City shall promote seismic safety, flood protection, and other building programs that preserve, enhance and protect these resources.

B.11 The City shall ensure the protection of historic and cultural resources with the implementation of an effective emergency response plan.

Implementation Programs

1.B The City shall establish minimum maintenance standards for historic properties and identify other options and programs to provide for maintenance and upkeep of historic properties and resources.

2.B The City shall establish additional preservation areas and appropriate guidelines based upon the findings of additional surveys citywide.

3.B The City shall amend its ordinances to allow for the review of demolition permit applications for buildings designated as or potentially eligible for designation as historic structures in order to evaluate and identify alternatives to loss of important historic structures.

4.B The City shall establish neighborhood conservation districts to protect and conserve historic residential neighborhoods.

5.B The City shall pursue focused rehabilitation efforts (i.e. "Rehaborama") to provide for comprehensive improvements in fragile historic residential areas.

6.B The City shall establish procedures for mitigation monitoring of projects involving historic or cultural resources.

7.B. The City shall adopt an ordinance with appropriate sanctions for non-compliance with City preservation requirements.

8.B The City shall update its Preservation Area and Listed Structures Plans.

INVENTORY AND INFORMATION

Goal C

To Maintain and Expand an Inventory of Important Historic and Cultural Resources and their Settings and Retain Information Important to their Understanding.

In the past, the City's inventories have generally focused on historic and cultural resources within the Central City, as the greatest concentrations of resources are located here. As discussed under Goal A, the City seeks to expand its program to address cultural and historic resources citywide. To accomplish this, the City needs to establish a comprehensive survey, evaluation, and information management program for use in decision-making and planning processes. This will mean establishing methodology for surveys and integrating the information into the City's information systems for easy access by staff, decision makers, and the general public.

Policies

C.1 The City shall update and expand the City's Historic Resources Inventory on a regular basis.

C.2 The City shall prepare a comprehensive historic context statement.

C.3 The City shall establish criteria and standards for researching, surveying, assessing, inventorying, and designating resources consistent with federal and state guidelines and criteria. The City shall also maintain the ability to designate additional sites that may not meet these criteria but should be afforded public recognition and protection.

C.4 The City shall make non-confidential information in the historic inventory, context, and criteria readily available to the public and other agencies.

C.5 The City shall identify and evaluate significant monuments, sculptures, fountains, murals, and infrastructure which contribute to the overall quality of the City.

Implementation Programs

1.C The City shall complete an initial survey of all areas of the city, incorporating existing surveys, environmental reviews, and other plans, and include historic context statements.

2.C The City shall incorporate information on historic resources and information into its Geographic Information System (GIS), Automated Permit System

(APS), and web site, support televised efforts, as well as making written copies available to interested parties.

AWARENESS AND OUTREACH

Goal D

To Foster Public Awareness and Appreciation of the City's Heritage and its Historic and Cultural Resources

A large part of a successful preservation program is the local support of its citizens. Historic and cultural resources are more likely to be preserved if citizens are aware of and believe in the importance of the city's history and prehistory to the health, identity, and character of the city and the importance of Sacramento's history in the development of the region, state, and nation. Through outreach and education, the City and its officials shall inform the development community, property owners, and all segments of the population about the City's history and how to preserve it. The City seeks also to encourage greater public participation and partnerships with other departments, agencies, groups and organizations in preservation activities.

Policies

D.1 The City shall support and recognize private and public preservation work and awareness ceremonies.

D.2 The City shall encourage identification of historic resources through plaques and markers.

D.3 The City shall network with other agencies and organizations to promote historic preservation.

D.4 The City shall encourage and provide assistance to public and private schools to integrate local and architectural history into their curriculums and resources.

D.5 The City shall foster an awareness of the importance of the preservation of the city's heritage and cultural and historic resources. The City 's efforts shall include all ethnic communities, ages, and socioeconomic groups.

D.6 The City shall increase awareness of the economic benefits of preservation.

D.7 The City shall act as a conduit for information on historic preservation information and programs.

Implementation Programs

1.D The City shall prepare and make information brochures/booklets on the following topics:

a. How to Nominate a Property to the Official Register
b. City's application review process
c. State Historical Building Code
d. Fainted Ladies Loan Program
e. Secretary of Interior's Rehabilitation Standards
f. City's Official Register
g. Preservation Design Guidelines
h. Displays of historic/ archaeological artifacts
i. California Environmental Quality Act (CEQA) requirements for historic properties
j. Preservation Incentives

2.D The City shall create programs for preservation areas such as: signs for Preservation Areas, plaques for listed properties, and other recognition through such events as walking tours, lectures, and historic events.

3.D The City shall explore methods to provide for a voluntary, non-regulatory list of historic structures for property owners to voluntarily register and identify their homes.

4.D The City shall continue to provide information and programs on the City's history and historic features.

5.D The City shall explore expanded outreach efforts, including expanded focus on cultural and social history of various ethnic groups in Sacramento, and greater educational and outreach efforts to schools and in lower-income areas.

6.D The City shall annually present awards in recognition of outstanding preservation projects.

7.D The City shall host a statewide Staff and Landmarks Commission conference in Spring 2001.

ARCHAEOLOGICAL RESOURCES

Goal E

To Identify and Protect Archaeological Resources That Enrich Our Understanding of the Early Sacramento Area

Indications of the City's pre-history are more rare and frequently not visible until unearthed during excavation for development or infrastructure improvements. The artifacts found, however, can contribute to our knowledge about early inhabitants. Known archaeological sites are protected by law to prevent possible disturbance or looting. Policies in this section promote the establishment of procedures to identify potentially sensitive areas and provide for appropriate protection and preservation after discovery. Display of cultural artifacts can also add to the public awareness and appreciation of the significance of early history.

Policies

E.1 The City shall maintain generalized information on potentially sensitive archaeological areas. The City shall refer development proposals that may adversely affect archaeological sites to the North Central Information Center of the California Historical Resources Information System.

E.2 The City shall restrict the circulation of cultural resource locational information to prevent potential site vandalism.

E.3 The City shall not knowingly approve any public or private project that may adversely affect an archaeological site without first consulting the North Central Information Center of the California Historical Resources Information System, requiring a site evaluation as may be indicated, and attempting to mitigate any adverse impacts according to the recommendations of a qualified archaeologist. City implementation of this policy shall be guided by Section 15064.5 of the *CEQA Guidelines* (March 1999) or relevant sections as amended. To this end, the City shall require that upon discovery of archaeological resources during excavation or construction, all construction affecting the site shall cease and the contractor shall contact the City Preservation Office or City Environmental Coordinator.

E.4 The City shall participate in discussions to establish a regional repository for archeological artifacts retrieved from local sites and properly curate, interpret, and display objects which are important to Sacramento's history and pre-history.

E.5 The City shall encourage the preservation and display of archaeological artifacts in public buildings.

Implementation Programs

1.E The City shall investigate the use of archaeological displays and artifacts as parts of its Arts in Public Places.

2.E The City shall provide educational programs regarding prehistorical use and importance of archaeological sites.

3.E The City shall establish procedures for archaeological mitigation conditions.

INCENTIVES

Goal F

To Provide Incentives to Encourage Owners of Historic Properties to Preserve and Rehabilitate Their Properties

In addition to providing protections for historic resources, the City seeks to provide incentives to encourage the maintenance and restoration of historic resources. They may include financial incentives, such as loans and tax credits, regulatory streamlining, and technical assistance to owners of historic properties. The City also seeks to build upon the existence of its historic properties to encourage housing, economic development, and tourism.

Policies

F.1 The City shall pursue and support the use of appropriate federal, state, local, and private grants, loans, and tax credits and relief to promote historic preservation.

F.2 The City shall seek to develop or support financial, technical, and legal assistance programs to facilitate the development process, loan packaging, rehabilitation, management, and maintenance.

F.3 The City shall continue to promote rehabilitation assistance from the Sacramento Housing and Redevelopment Agency.

F.4 The City shall encourage the adaptive reuse of historic resources where appropriate.

F.5 The City shall ensure that its regulations and policies support, encourage, and ease the process for historic rehabilitation and renovations.

F.6 The City shall promote heritage tourism as a form of economic development.

F.7 The City shall seek to expand the range of economic incentives for preservation and maintenance of historic resources.

F.8 The City shall use the State Historical Building Code as a regulatory incentive where appropriate.

Implementation Programs

1.F The City shall review and revise the Zoning Ordinance for greater compatibility with historic development patterns and uses.

2.F The City shall review its procedures to streamline the process for rehabilitation and adaptive reuse of historic projects.

3.F The City shall seek to expand opportunities and use of the Mills Act.

4.F The City shall identify additional incentives for historic preservation.

5.F The City shall explore options for expanding heritage tourism, including marketing efforts and tours.

APPENDIX A
GLOSSARY OF TERMS

Alteration. Any act or process that changes any portion of the exterior architectural appearance or exceptionally significant interiors of a structure or object, including, but not limited to, the erection, construction, reconstruction or removal of any exterior architectural features or interior architectural design of a structure.

Archaeological Site. Property containing archeological deposits of features, usually with site boundaries defined by the character and location of said deposits or features.

Archaic Materials and Methods of Construction. Any method or material that is (similar to) the historic fabric of a structure that may have been dropped from the present codes, was known as a type of construction in the past, has served a useful purpose in the structure, and was part of the historical structure and may be reused in a preservation, restoration or rehabilitation project.

Architecturally and/or Historically Significant Building. Shall mean, in part, a Cultural resource. (See the definition of a Cultural Resource).

Art Nouveau. A turn-of-the-century (early 1900s) movement in furnishings and later, architecture; characterized by "modern," designs which are typically asymmetrical, free-flowing, and oftenn taken from organic forms such as flower stalks and flowing hair.

Balustrade. A handrailing on upright posts or balusters.

Baluster. A post or upright support for a handrail.

Bargeboard. A wide, carved or decorated board following and set back under a gable edge.

Boundaries. Lines delineating the geographical extent or area of a historic property.

Boundary description. A statement or description of the precise boundaries of a historic property, such as lot number, metes and bounds, or township and range.

Boundary justification. An explanation of the reasons for selecting the boundaries of a historic property.

Building. A resource created principally to shelter any form of human activity, such as a house.

The California Environmental Quality Act of 1970 (CEQA). (13 Public Resources Code, Section 21000 et seq). Requires private and public activities not specifically exempted to be evaluated against the potential for environmental damage, including effects to historical resources.

California Register of Historical Resources. Authoritative listing and guide to be listed by state and local agencies, private groups and citizens in identifying the existing and potential historic resources of the state and to indicate which properties deserve to be protected, to the extent prudent and feasible, from substantial adverse change. The California Register consist of historic resources that are: (1) listed automatically; (2) those historic resources that are nominated as identified in Public Resources Code Section 5024.1(D)(2)(3) which established the program; and (3) nominated through application and public hearing process. The California Register program encourages public recognition and protection of resources of architectural, historical, archeological and cultural significance, identifies historical resources for state and local planning purposes, determines eligibility for state historic preservation grant funding and affords certain protections under the California Environmental Quality Act. (CEQA).

Certified Local Government (CLG). A local government that has been certified by the National Park Service to carry out the purposes of the National Historic Preservation Act of 1966 (16 U.S.C Sec 470 et seq.) as amended, pursuant to Section 101 (c) of that act and the regulations adopted under the act, which are set forth in Part 61 (commencing with Section 61.1) of Title 36 of the Code of Federal Regulations. Sacramento is a Certified Local Government.

Charter City. An incorporated local government governed by a city charter. The powers of a charter city are not restricted to only those outlined in the general state municipal law, a city can adopt a charter and custom-tailor its organization and elective offices to provide for unique local conditions and needs. A charter can only be adopted or changed by a majority vote of city residents--not by a vote of the city council. Sacramento is a charter city

City. The City of Sacramento.

Clapboard. Exterior horizontal wooden siding, usually with grooves between the individual boards. Around 1900 it became common to groove each board as well to create the impression of narrower siding.

Clinker brick. Irregularly shaped brick formed due to impurities that burn in the firing process.

Comprehensive Survey. A list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution.

Conservation Area. Conservation areas contain substantial concentrations of buildings that together create subareas of special architectural and aesthetic importance.

Conservation Easement. A less than fee interest in real property acquired through donation or purchase and carried as a deed restriction to protect the historic, cultural or archeological characteristics of a property. Also known as a Preservation Easement.

Contributing Resource. A resource designated by the City Council in accordance with Title 32.

Corbel. A stepped-out ledge or bracket-like support on a wall face.

Cornice. A decorative projection running horizontally at the top of a wall where it meets the roof.

Crenelated. Decorated with battlements or an indented pattern.

Cultural Heritage Tourism. Domestic and foreign visits to Sacramento's national parks, historic neighborhoods and districts, landmark sites, scenic and natural wonders and cultural resources (as defined below) as well as arts institutions such as the ballet, theaters and museums.

Cultural Resource. Includes, but is not limited to, any building, area, place, record or manuscript site, structure, street furniture, monuments, object, district, or landscape evaluated as which is historically or archaeologically significant, or is significant in architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of Sacramento, the state of California or the nation.

Cultural Resources Inventory. A set of data, such as a list of historical resources, generated through a Historical Resources Survey.

Cultural Resources Survey. The process of systematically identifying, researching, photographing and documenting historical resources with a defined geographic setting.

Cultural Value of Significance. Possessing or providing and example of any important social, economic or political history of the community, City, County, state or nation.

Dangerous Building. See Title 32 of City Code.

Design Guidelines. Any design standard specified by the Design Review and Preservation Board at the time of designation of a design review or preservation area which is unique to a particular landmark or preservation area and will be used for alteration, construction, relocation or demolition decisions. The Planning Division also uses the Central City Neighborhood Design Guidelines adopted in 1999 to review alteration and new construction projects which affect both non-historic as well as historic buildings and sites. Design guidelines detail the character defining features of the cultural resource(s) within a physical environment or context.

Design Review and Preservation Board. The Sacramento Design Review and Preservation Board is a nine member Advisory Board appointed by the Mayor pursuant to Chapter 32 of the City Code.

DPR 523. Department of Parks and Recreation Historic Resources Inventory Form.

Essential Structure. One or more buildings or structures on a single lot or parcel having the most significant historic or architectural worth and designated as such by the council pursuant to Title 32 of the City Code.

Evaluation. Process by which the significance and integrity of a historic property are judged and eligibility for listing is determined.

Exterior Architectural Appearance. The architectural character and general composition of the exterior of a structure visible from a public street or way, including but not limited to the kind, color and texture of the building material and the type, including, but not limited to, windows, doors, light fixtures, trim and signs.

Finial. A vertical form or spike used to finish a pointed height such as a gable or tower.

Flash glass. Small colored panes of glass with narrow mullions between, usually framing a larger pane of picture glass.

Formally Determined Eligible for Listing. An action through which the eligibility of a property for listing is decided but the property is not actually listed; nominating authorities and federal agency officials commonly request determinations of eligibility for federal planning purposes and in cases where a majority of private owners have objected to a National Register listing.

Gable. The triangular part of an exterior wall, created by the angle of a pitched roof.

Gambrel roof. A roof with a broken slope creating two pitches between eaves and ridges, often found on barns.

Generally Accessible to the Public. Any area which may be for private use, but depends upon public patronage, and allows members of the public to enter and view an area, including without limitation areas such as a hotel, office building lobby, theater of department store.

General Law City. An incorporated local government that operates within the parameters and guidelines of California municipal law.

Hip roof. A roof with sloping ends and sides which rises by inclined planes from all four sides of the building.

Historic Building. All buildings identified on the City's official register or located within historic districts or preservation areas, all buildings identified on the National Register of Historic Places (which now includes the California Register of Historical Resources).

Historic Context. An organizing structure for interpreting history that groups information about historic properties that share a common theme, common geographical area, and a common time period. The development of historic contexts is a foundation for decisions about the planning, identification, evaluation, registration, and treatment of historic properties, based upon comparative historic significance.

Historic Context Statement. An organizing structure for interpreting history that groups information about historic properties that share a common theme, common geographical area, and a common time period. The development of historic contexts is a foundation for decisions about the planning, identification, evaluation, registration, and treatment of historic properties, based upon comparative historic significance.

Historic Fabric.(1) For a historic building: the particular materials, ornamentation and architectural features which together define the historic character of the building. (2) For a preservation area all sites, building, structures, historic landscape features, objects, infrastructure improvements and related design components of the district which together define the historic character of the district. For example, an archeological district may include sites, standing structures or buildings, historic landscape (land disturbance such as grading or construction), features (remnants of walls), and objects (artifacts).

Historic Resource. See cultural resource.

Infrastructure. The basic or underlying framework or features of objects, sites or structures, especially of a technological kind, such as military installations, communication and transport facilities and public work projects.

Information Center. An Information Center of the California Historical Resources Information System, under contract to the Office of Historic Preservation, which receives, manages and provides information on historical and archeological resources, and may also provide training or technical assistance on a fee-for-service basis.

Investment Tax Credit. A provision under tax law which allows the amount of money invested in capital rehabilitation to be deducted from personal income taxes owed, specifically the provisions for certified National Register structures included in the Economic Recovery Act of 1981 (Internal Revenue Code 48, 168, 170, 280B).

Integrity. Authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period. An unimpaired or intact condition of the features of a building, site, structure, landscape or object which possess cultural, historic, architectural, archaeological or scenic significance.

Interior Architectural Design. The architectural character and general composition of the interior of a structure, including but not limited to room design and configuration, material and the type, pattern and character of all architectural details and elements, including but not limited to staircases, floors, hardware, moldings, trim, plaster work, light fixtures and wall coverings.

Lintel. The horizontal member above a door or window which supports the wall above the opening.

Listed. A historical resources shall be considered listed when the State Historical Resources Commission, upon reviewing the nomination, designated the property as eligible for listing and accepts it for listing in the California Register (which also includes the National Register of Historic Places) or when is has been automatically listed under Public Resources Code Section 5024.1 (b) (1) & (2).

Local government. A public agency holding legal authority over property within a specified jurisdiction, including special districts, Indian tribal governments, city or county government.

Mansard. A roof with two slopes on each side, the lower slope being much steeper; frequently used to add an upper story.

Mills Act. Tax incentives as defined in California Government Code Section 50280 et seq.

Mullions. The frames or divisions in multi-paned windows.

The National Environmental Policy Act of 1969 (NEPA). (42 United States Code 4321-4347). NEPA established a review and assessment process for federally funded or licensed projects with the potential to render adverse environmental impacts, including to historic properties.

National Historic Preservation Act (NHPA). The National Historic Preservation Act of 1966 (16 U.S.C. 470-470t), as amended. Expanded a National Register of Historic Places; extended the national historic preservation programs to properties of State and local significance; created a partnership between federal, state and local agencies for the preservation of the nation's historical resources.

National Register Eligible. The ability of a property to meet the National Register of Historic Places criteria.

National Register of Historic Places. The official inventory of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology and culture, maintained by the Secretary of Interior under the authority of the Historic Sites Act of 1935 and the National Historic Preservation Act of 1966 (amended) (16 U.S.C. 470-470+, 36. C.F.R. Sections 60, 63).

National Register Criteria. The federally established standards for evaluating the eligibility of properties for inclusion in the National Register of Historic Places.

Nomination. Formal application for listing a cultural resource to the City's local register, to the California Register of Historical Resources or to the National Register of Historic Places .

Object. Constructions that are primarily artistic in nature or relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment, such as a fountain or boundary marker.

Official Register. The inventory of structures and areas designated by the council as essential structures, priority structures and preservation areas listed by common address.

Ogee arch. An arch framed by a pair of S-shaped or double-curved lines which come to a point in the center, typical of Moorish architecture.

Ordinary Maintenance. Acts of maintenance or repair which do not include a change in the design, material or outer appearance of a structure, including without limitation, repainting, replacement of materials of the same scale, texture and color, and maintenance of landscape which has not been noted as possessing scenic significance in the designating process.

Owner. The person or persons holding record title to the structure, object or site; provided however the latest citywide assessment roll in the office of the tax collector may be relied upon as showing record ownership in the absence of substantial evidence to the contrary.

Palladian window. A three-part window with a central, top-arched portion and long, narrow rectangles on either side.

Parapet. A railing or retaining wall along the edge of a roof, porch, balcony, or terrace.

Pediment. The triangular face of a gable end crowning a building front or portico, especially in a classical form.

Penal Code, Section 622.5 (Stats. 1939, C. 90:1605, 5.1). Provides misdemeanor penalties for injuring or destroying objects of historical or archeological interest located on public or private lands. Specifically excludes the landowner.

Pier. An upright support, either free standing or part of a wall.

Pilaster. An engaged pier in the style of a classical column.

Portico. An entrance porch.

Preservation (treatment). The act or processes of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing form and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Preservation Area. According to Chapter 32 of the City Code, a preservation area is a district within the city having special historic and architectural worth and designated as such by the City Council.

Preservation Planning. A series of activities through which goals, priorities and strategies for identification, evaluation, registration and protection of historic properties are developed, set forth and carried out.

Point of Historical Interest. Historical resources that are significant to a county or regional level, and do not qualify for designation as California Registered Historical Landmarks.

Priority structure. One or more buildings or structures on a single lot or parcel having signficant historic and architectural worth and designated as such by the council pursuant to the provisions of Chapter 32 of the City Code.

Protection. The act or process of applying measures to affect the physical condition of a property by defining or guarding it from deterioration, loss or attack, or to cover or shield the property from danger or injury. In the case of buildings or structures these measures are usually temporary, while in the case of archeological resources protective measures may be temporary or permanent.

Public Resources Code, Section 5097.5 (Stats. 1965, C. 11362792). Defines as a misdemeanor the unauthorized disturbance or removal of archeological, historical or paleontological resources located on public lands.

Qualified Historical Building. Any building, structure, object, district or collection of structures and their associated sites deemed of importance to the history, architecture or culture of an area by an appropriate local, state or federal governmental jurisdiction. This shall include designated buildings or properties on, or determined eligible for, official national, state or local historical registers or official inventories, such as the National Register of Historic Places, the California Register of Historical Resources, State Historical Landmarks, State Points of

Historical Interest, and officially adopted city or county registers, inventories, or surveys of historical or architecturally significant sites, places or landmarks pursuant to Section 8-218-Q of the SHBC.

Quatrefoil window. A four-lobed window.

Quoins. Distinct corner stones running up the side of a building, also wood facsimile of corner stones.

Recordation. Chapter 672, Section 2788.2 Government Code and Section 5029 Public Resources Code requires the County Recorder to record a certified resolution of historical resources designation, containing resources registration program, the designating entity, the specific historical resources designation, and legal description of the property.

Rehabilitation (treatment). The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

Relocation. Any change of the location of a structure or object in its present setting or to another setting.

Research Design. A statement of processed identification, documentation, investigation, or other treatment of a historic property that identifies the project's goals, methods and techniques, expected results and the relationships of the expected results to other proposed activities or treatments.

Rusticated wood. Siding with simulated divisions made to imitate masonry construction.

Scenic Significance. Importance as a result of appearance of character that remains relatively unchanged from and embodies the essential appearance related to a culture from an earlier historic or prehistoric period; as a result of a unique location, appearance, or physical character that creates an established or familiar vista or visual feature; or as a geologic or natural feature associated with the development, heritage or culture of the community, City and County, state or nation.

Secretary of Interior's Standards. The Secretary of the Interior's Standards for the Treatment of Historic Properties (36 C.F.R. 67), The Secretary of the Interior's Standards, with accompanying interpretive guidelines, are utilized by federal agencies in the preservation of historic properties that are listed or are eligible for listing on the National Register; by State Historic Preservation Offices in evaluation projects proposed for historic properties in accordance with federal regulations; by local governments, organizations and individuals in

making decisions about the identification, evaluation, registration and treatment of historic properties. The list of 10 Rehabilitation Standards, published in the Secretary of the Interior's Standards (for the Treatment of Historic Properties) is aimed at retaining and preserving those features and materials which are important in defining the historic character of a historical resource. Technical advice about archaeological and historic preservation activities and methods, is included in the Secretary of the Interior's Standards and guidelines for Archaeology and Historic Preservation.

Segmental arch. An arch whose curve is less than a semicircle.

Sidelight. A window flanking a door, found typically as symmetrical pairs in period architecture, often narrow and of the same height as the door.

Significance. The importance of a cultural resource as defined by local, state or National Register criteria which may include one or more areas of significance.

Site. The location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined or vanished, where the location itself possesses historic, cultural or archaeological value regardless of the value of the existing structure. A site may also be defined as a separate lot for the purpose of subdivisions and zoning regulations.

Stabilization. The act or process of applying measures designed to reestablish a weather resistant enclosure and the structural stability of an unsafe or deteriorated property while maintaining the essential form as it exists at present.

State Historical Building Code (SHBC). Part 8 of Title 24 (State Building Standards Code) and applies to all qualified historic structures, districts and sites, designated under federal, state and local authority. It provides alternative building regulations for the rehabilitation, preservation, restoration or relocation of structures designated as qualified historic buildings.

State Historic Preservation Officer (SHPO). Appointed by the Governor, under Public Resources Code (Section 5020.6), the SHPO serves as the Chief Administrative Officer of the Office of Historic Preservation and Executive Secretary of the State Historical Resources Commission and administers state and federally mandated historic preservation programs under the National Historic Preservation Act of 1966, Section 101 (b) (3) as amended.

State Historic Resources Inventory. The compilation of all identified, evaluated and determined historical resources maintained by the State Office of Historic Preservation (SOHP). Specifically, those resources evaluated in historical resource surveys conducted in accordance with criteria established by the SOHP, formally determined eligible for, or listed in the National Register of Historic Places, or designated as California Historical Landmarks or California Points of Historical Interest.

APPENDIX B

CITY OF SACRAMENTO
HISTORY OF ANNEXATION ACTIVITY*

NO.	DATE	**ORD/RES.#	NAME	EST. POP.	ACRES(+)
	1849		Sutter Grant (Old City)		2,890
1	1911		East-South Sacramento	15,000	6,016
2	7-14-46 7-14-46	1173 1174	River Park Orchard Terrace		400
3	9-3-46	1189	Eastern Avenue Tract		2
4	10-21-46	1211	Mallegni Terrace		10
5	3-17-48	1353	Colonial Heights-Fruitridge	4,170	1.245
6	3-30-48	1350	Coloma Heights	320	10
7	8-26-48	1381	Colonial Acres 3 & 4		231
8	9-11-49	1457	State College Site		229
9	10-21-49	1467	North B St. - 23rd St.		4
JANUARY 1, 1950 TOTALS				**137,542**	**11,037**
10	11-21-52	1692	Sutterville Heights	10,168	10,168
11	12-2-52	1697	West Fruitridge Panhandle	1,430	91
12	1-16-53	1707	13th and North C Street		4
13	2-26-53	1715	Freeport Village	680	1,280
14	2-26-53	1719	Freeport Manor	1.448	590
15	7-17-53	1756	River Park #6 (Elvas Park)		99
16	8-6-53	1760	Fruitridge Manor Addition		36
17	11-10-53	1789	Lopez Property (35th Ave.)		32
18	1-13-54	1812	Brentwood Village	500	85
19	2-26-54	#1	27th Street Refuse Dump		32
20	2-26-54	#1	New Filtration Plant		37
21	2-26-54	#2	Joseph Bonheim School Site		10
22	4-9-54	1836	Skelton Property (Portion)		325
23	8-23-54	1866	H Street Corridor		72
24	12-22-54	#3	Incinerator Property		9
#1 County Ordinance No. 12703, #2 County Ordinance No. 12704, #3 County Ordinance No. 13885					
JANUARY 1, 1955 SUB-TOTAL (ACRES)					**12,870**
JANUARY 1, 1955 TOTALS					**23,907**

NO.	DATE	**ORD/RES.#	NAME	EST. POP.	ACRES(+)
25	1-4-55	1905	Freeport Village 3 & 4	203	70
26	5-23-55	1915	65th Street and Folsom Blvd.		16
27	7-1-55	1925	Florin Rd. & 24th Street		42
28	7-15-55	1930	Freeport Blvd. & Florin Rd.		77
29	4-1-58	2003	South Sacramento	5,485	524
30	1-23-58	2041	Meadowview	1,225	2,140
31	1-23-58	2058	65th St. and 14th Ave.	1,225	411
32	6-23-58	2075	Fruitridge Rd. & Power Inn Rd.	540	45
33	8-6-58	2076	Freeport Farms		308
34	8-11-58	2107	Riverside Area	3,270	4,641
35	1-30-59	2108	Elder Creek	2,500	2,466
36	4-26-59	2117	New State Fair Site		1,022
37	9-21-59	2144	Cordova Townsite	1,200	618
38	11-30-59	2157	N1/2-SW1/4 Sec 24 T8N R5E (East Florin-Perkins)		80
39	11-3-59	2157	SE1/4 Sec 23 T8N R5E (West Florin-Perkins)		167
JANUARY 1, 1960 SUB-TOTALS (ACRES)					**12,627**
JANUARY 1, 1961 TOTALS				**191,667**	**36,534**
40	1-26-60	2170	Freeport Acres		917
41	1-26-60	2173	Industrial Park West		498
42	1-26-90	2174	Industrial Park West		31
43	8-8-60	2213	Mack Road		2,816
44	8-29-60	2216	Florin-Perkins Road		107
45	8-29-60	2217	Basler Property		18
46	9-29-60	2223	Fruitridge School		9
47	9-29-60	2224	Oak Ridge School		10
48	10-24-60	2229	St. Patrick's Home		39
49	10-24-60	2230	Bishop Armstrong High School		27
50	11-28-60	2235	Hewitt Subdivision		33
51	11-28-60	2236	Ehrhardt Acres		193
52	11-28-60	2237	Jackson Property		27
JANUARY 1, 1961 SUB-TOTAL (ACRES)					**4,725**
JANUARY 1, 1961 TOTALS					**41,259**

NO.	DATE	**ORD/RES.#	NAME	EST. POP.	ACRES(+)
[illegible]	1-3-60	2243	Northgate	3,370	1,221
54	1-9-61	2252	North Sheldon Road		622
55	1-9-61	2253	East Franklin Blvd.		320
56	1-23-61	2250	North 16th Street	1,080	468
57	1-27-61	2260	Hunger Tract		6
58	6-20-61	2295	Natomas #1		5,670
59	11-9-61	2327	Natomas #2		2,564
60	11-9-61	2336	16th Avenue	1,600	86
61	11-21-61	2346	Teichert Property		80
62	12-4-61	2342	North Folsom Blvd.		85
JANUARY 1, 1962 SUB-TOTAL (ACRES)					**11,122**
JANUARY 1, 1962 TOTALS					**52,381**
63	1-29-62	#1	American River Filtration Plant		10
64	1-29-62	#1	Florin Reservoir Site		10
65	7-13-62	2293	Arden Way (Arden Fair)		150
[illegible]	8-27-62	2399	Gardenland, Robla, DPH	17,373	4,702
#1 County Resolution 62-162					
JANUARY 1, 1963 SUB-TOTAL (ACRES)					**4,872**
JANUARY 1, 1963 TOTALS					**57,253**
67	1-11-63	#2	Rutter Property		8
68	1-25-63	2410	Alpine Ave.		71
69	4-8-63	2452	Bannon Street	90	152
70	5-13-63	2464	West Franklin Blvd.		66
71	7-22-63	2484	North Florin-Franklin		114
72	11-12-63	2501	South Jackson Road		334
73	11-12-63	2502	West Mendocino Blvd.		1
#2 County Resolution 63-45					
JANUARY 1, 1964 SUB-TOTALS (ACRES)					**746**
JANUARY 1, 1964 TOTALS					**57,999**

NO.	DATE	**ORD/RES.#	NAME	EST. POP.	ACRES(+)
74	5-15-64	2477	Swanston-Ben Ali Haggin	20,000	2,950
75	8-17-64	2559	East Connie Drive #1		12
		2560	East Connie Drive #2		
		2561	East Connie Drive #3		
	12-31-64	2579	North Sacramento (Consolidation)	16,346	4,211
JANUARY 1, 1965 SUB-TOTAL (ACRES)					**7,173**
JANUARY 1, 1965 TOTALS					**65,172**
(Population includes East Folsom Boulevard Annexation)					
76	4-19-65	2599	Natomas #3		212
77	4-26-65	2601	Horst Ranch (Campus Commons or West Arden)		668
78	5-15-65	2573	East Folsom Blvd. (College Green-Glenbrook)	4,000	2,440
79	7-26-65	#1	City Freeport A & B		35
80	7-30-65	#2	Horst Ranch Addition		5
81	12-20-65	2631	Florin-Franklin		40
#1 County Resolution 65-771 #2 County Resolution 65-791					
JANUARY 1, 1966 SUB-TOTAL (ACRES)					**3,400**
JANUARY 1, 1966 TOTALS					**68,572**
NO.	**DATE**	****ORD/RES.#**	**NAME**	**EST.POP.**	**ACRES(+)**
82	6-28-66	#3	Southeast Industrial		201
83	12-23-66	#4	Southeast Industrial #2		80
#3 City Council Resolution #256 #4 City Council Resolution #513					
JANUARY 1, 1967 SUB-TOTAL (ACRES)					**281**
JANUARY 1, 1967 TOTALS					**68,853**
84	2-13-68	2752	Southeast Industrial #3		59
85	4-8-68	2755	Southeast Industrial #4		372
86	4-8-68	2756	33rd Ave.		21
JANUARY 1, 1970 SUB-TOTAL (ACRES)					**452**
JANUARY 1, 1970 TOTALS				**257,105**	

NO.	DATE	**ORD/RES.#	NAME	EST. POP.	ACRES(+)
87	12-26-69	2862	Natomas #4 Uninhabited		40
88	4-23-70	2879	52nd Ave. Uninhabited		11
89	6-13-70	2886	West Power Inn Road		47
90	12-29-70	#3	Relocation of Boundaries Uninhabited		0.176
91	11-29-73	#4	Farmers & Merchant Bank Annex		0.2
#3 City Council Resolution #528 #4 City Council Resolution #1158					
JANUARY 1, 1975 SUB-TOTAL (ACRES) **JANUARY 1, 1975 TOTALS**				**260,713**	**98.38** **69,403.38**
92	1-13-76	76-009	Massie Annexation		14.02
JANUARY 1, 1978 TOTALS					**69,417.40**
93	2-7-78	78-061			2.45
94	3-14-78	78-149			14.05
95	11-8-78	78-782			121.46
96	8-20-80	80-549			148.20
JANUARY 1, 1981 SUB-TOTALS (ACRES) **JANUARY 1, 1981 TOTALS**				 **275,741**	**286.16** **69,703.56**
97	6-1-82	82-385			111.1
98	7-13-82	82-487			14
JANUARY 1, 1983 SUB-TOTAL (ACRES) **JANUARY 1, 1983 TOTALS**				 **292,640**	**125.10** **69,828.66**
99	7-03-84	84-575		238	386
100	1-8-85	85-018			20
101	6-25-85	85-064ORD		3	32
102	8-13-85	85-602			39
103	8-27-85	85-649			.25
JANUARY 1, 1985 SUB-TOTALS (ACRES) **JANUARY 1, 1985**				**309,352**	**477.25** **70,305.91**
104	1-28-86	86-008RES 86-056RES	Umeda Reorganization		14.25
105	2-11-86	86-019	Morrison Creek		55
106	2-10-87	87-010ORD 87-081RES	Douglas Oil Company		0.38
107	2-24-87	87-017	Valley Jag. (AKT)		143
JANUARY 1, 1987 SUB-TOTAL (ACRES) **JANUARY 1, 1987 TOTALS**				 **326,439**	**212.63** **70,518.54**
108	5-21-87	87-047ORD	Peery/Arrillaga		6.59

NO.	DATE	**ORD/RES.#	NAME	EST. POP.	ACRES(+)
109	6-16-87	87-070ORD	Danekas		93
JANUARY 1, 1988 SUB-TOTALS (ACRES)					**99.59**
JANUARY 1, 1988 TOTALS				**334,745**	**70,618.13**
110	5-22-90	90-022ORD	Sturgeon		4.62
JANUARY 1, 1991 TOTALS				**375,900**	**70,622.71**
111	1-8-91	91-029RES	Scurfield Reorganization		10
112	8-27-91	91-680RES	Morrison Creek Business Park		25.15
JANUARY 1, 1992 SUB-TOTAL (ACRES)					**35.15**
JANUARY 1, 1992 TOTALS				**385,100**	**70,667.86**
113	5-19-92	92-351RES	Northgate Commerce Park		8.7
114	4-6-92	92-391RES	Sorensen Detachment		<4.23>
115	8-11-92	92-603RES	Hedge Avenue Industrial Park		40.4
116	9-8-92	92-675RES	Cosumnes River College Area	173	395
JANUARY 1, 1993 SUB-TOTAL (ACRES)					**439.87**
JANUARY 1, 1993 TOTALS				**385,273**	**71,127.83**
117	11-2-94	94-396RES	Shorebird Reorganization		20.1
JANUARY 1, 1995 TOTALS				**385,273**	**71,127.83**
118	10-17-95	95-594RES	Giannoni Reorganization		12
JANUARY 1, 1996 TOTALS				**385,273**	**71,139.83**
119	9-15-99	LAFC1210*	Willowcreek Reorganization		57
JANUARY 1, 2000 TOTALS					**71,196.83**

*LAFC = Local Agency Formation Commission was final hearing body, no Conducting Authority Proceedings.

NOTE: Decennial population figures for 1950 through 1990 are from the U.S. Census, except 1975, which are from the 1975 Special Census conducted by the State of California. Incremental population figures from 1981 through 1994 are from the Department of Finance, State of California

* I = Inhabited Annexation
U = Uninhabited Annexation
** = Resolution No. for CC Action on Reorganization

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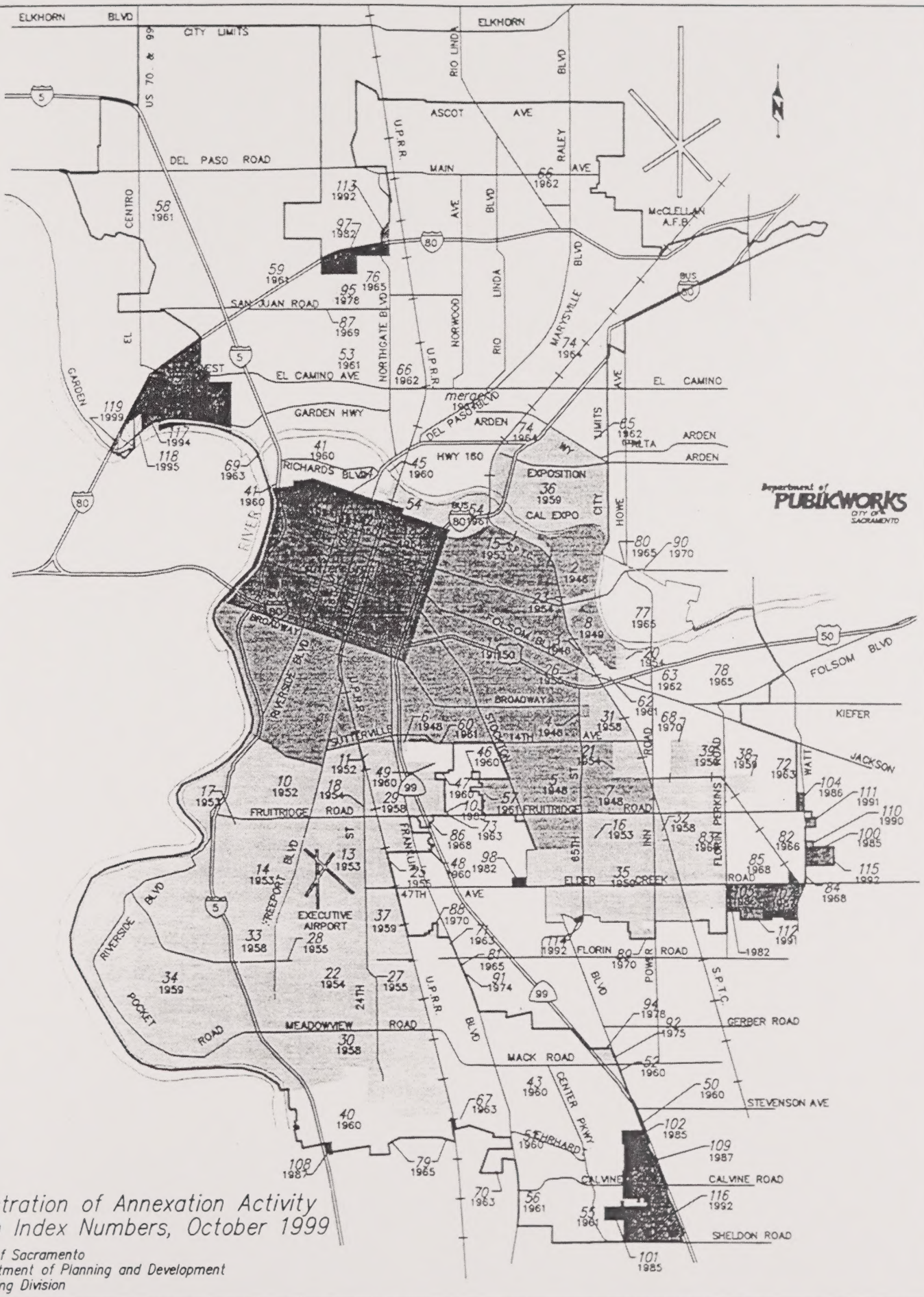

Illustration of Annexation Activity
With Index Numbers, October 1999

City of Sacramento
Department of Planning and Development
Planning Division

City of Sacramento General Plan Map